Journal of Housing

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page 232

july—august

1959

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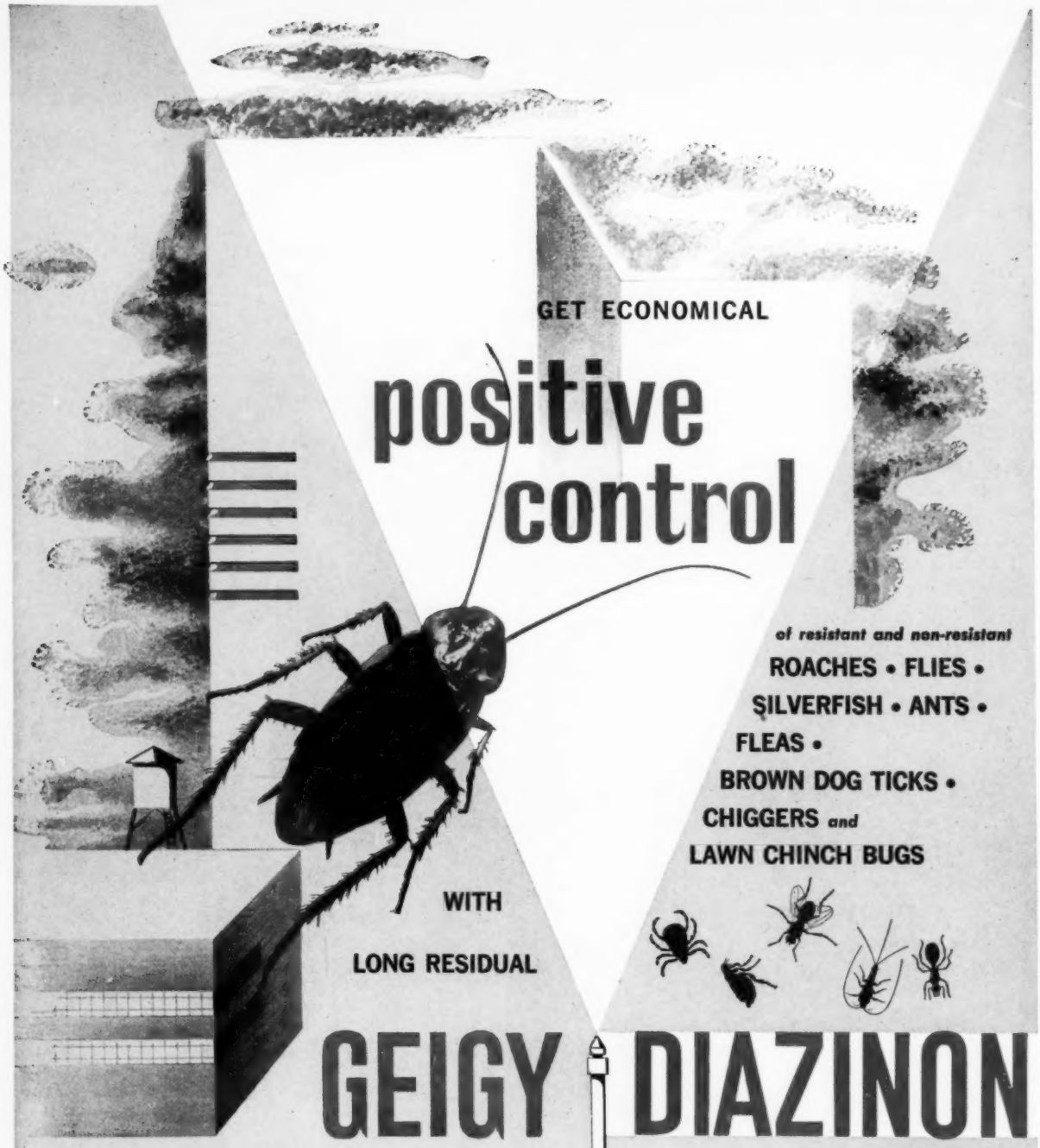

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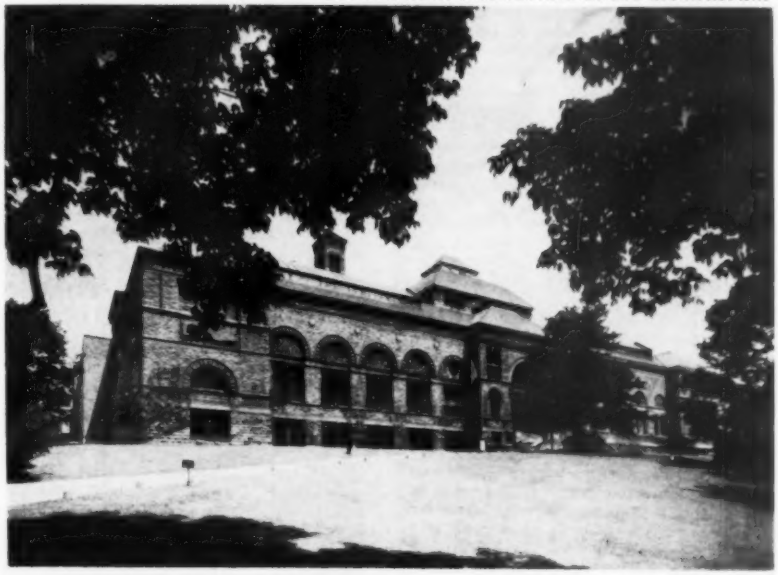
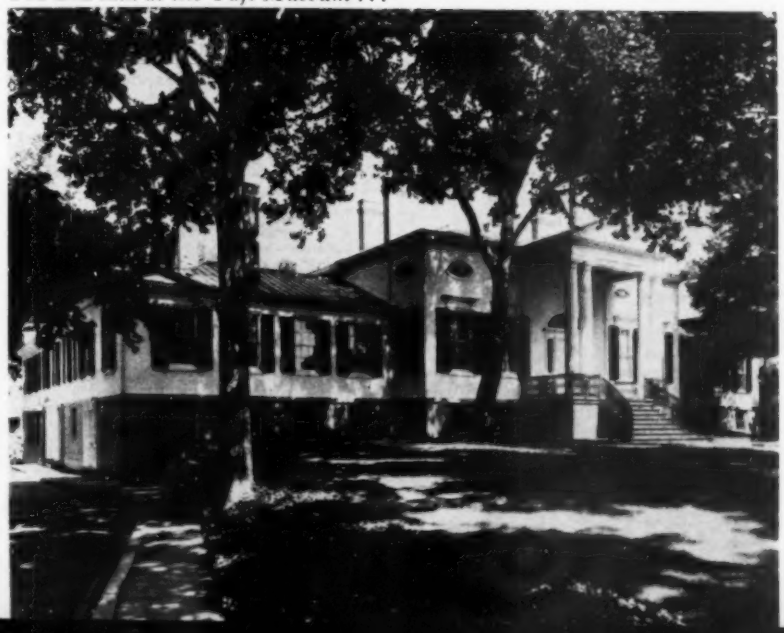
. . . Cocktails and culture at the art museum



Tea and talk at the Taft Museum . . .



BUSINESS AS USUAL . . . PLUS PLEASURES GALORE—that's what's on the bill of fare for delegates to NAHRO's 26th Annual Conference, to be held October 18-21 in the Netherland-Hilton Hotel, Cincinnati, Ohio. Among the "pleasure plusses" are the following:

- a pre-conference riverboat cruise on Sunday, October 18—delegates will be guests of the local host committee
- cocktails and culture will be combined at a host-committee sponsored event at the Municipal Art Museum on Monday, October 19—occasion will mark opening of a special exhibit developed especially for the NAHRO conference
- ladies' specials—will include a visit to the Kroger Food Foundation for a food demonstration and luncheon on Monday; tea at historic Taft Museum on Tuesday; and, on Wednesday, either a style show or a Procter & Gamble tour
- a post-conference tour of local housing and urban renewal projects—again as guests of the host committee

ANOTHER CONFERENCE "MUST": the traditional commercial exhibit. About 60 exhibitors will provide delegates with a good chance to preview what's new in construction and maintenance products and to shop for the kind of bargains that lead to economic project operation.

Journal of Housing

July-August 1959

Volume 16—Number 7

Publication of the
NATIONAL ASSOCIATION
OF HOUSING AND
REDEVELOPMENT OFFICIALS
1313 East Sixtieth Street
Chicago 37, Illinois
John D. Lange, Executive Director

35

Subscriptions to the JOURNAL OF HOUSING are $5; also available through membership in the Association at the rate of $12. Individual copies, 50 cents; special issues, $1. Entered as second class matter October 25, 1944, post office, Chicago, Illinois, under Act of March 3, 1879. Issued 11 times a year.

Editor: Dorothy Gazzolo. **Assistant Editor:** Lorraine Ulrich. **Editorial Associate:** Richard Solano. **Advertising Manager:** R. M. Trevett. **Regional Reporters:** *Middle Atlantic,* Robert Moyer, Baltimore; *Southeastern,* George L. Davis, Atlanta; *Southwest,* Marie C. McGuire, San Antonio; *Pacific Northwest,* Rose Morry, *Seattle; Pacific Southwest,* Mrs. Dolores Ramey, Richmond. **Cover:** John Bradford.

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T&M feature: tests prove that chemistry is giving wood a longer life span *page 248*

Personals

OLIVER C. WINSTON,
head of the Baltimore Urban Renewal and Housing Agency, moves to a new post beginning September 1. He becomes executive director of the Valley Development Foundation of Binghamton, New York. His successor is Richard L. Steiner, commissioner of the Urban Renewal Administration (see page 226).

Announced in mid-June, Mr. Winston's new appointment marks the termination of a long-time association with the agency. He joined it as executive director in 1947 when the agency functioned as a housing authority. Since January 1957, Mr. Winston has headed the city's dual housing and renewal operations in line with a study by renewal experts aimed at spurring and streamlining Baltimore's renewal program (see January 1957 JOURNAL, page 15). In Binghamton, Mr. Winston will continue to work in housing and renewal in directing the private organization formed in February, composed of bankers, industrialists, businessmen. Intent of the group is to find solutions to municipal problems facing communities in the Binghamton area. An initial goal will be a plan of study for the large-scale renewal and redevelopment of the city's central business district. Mr. Winston, president of NAHRO in 1953-54, was selected for the foundation post from a field of 50 candidates.

W. HORACE STILLWELL,
pioneer public houser and executive director of the Savannah housing authority, retired May 30 after 20 years' service with the authority. Mr. Stillwell took over agency operations from its inception—operations which literally began with his personal help. An editorial tribute to Mr. Stillwell notes that he donated personal office furniture and friends provided free office space to start up agency operations because of an initial lack of available funds. The 2700-unit program that evolved under his leadership is widely respected and tributes to his work were numerous during the 1959 annual meeting of the Southeastern Regional Council of NAHRO, held in Savannah.

ERIC CARLSON,
director of the Inter-American Housing Center in Bogota, Colombia since 1956, has resigned that post to accept an appointment with the government of Venezuela as technical adviser to the office of the presidency. The switch was effective April 15 and continues Mr. Carlson's international activities, which began in 1955 when he embarked on a United Nations Latin America technical assistance mission (see October 1956 JOURNAL, page 322).

EARL KRIBBEN,
prominent business executive and civic figure in Chicago's housing and renewal programs, died May 30 at the age of 55. Mr. Kribben was vice-president for civic affairs for Marshall Field & Company. As an extension of the post, Mr. Kribben played a significant role in local organizations working to clear slums, promote redevelopment, and upgrade the city's "loop"

How privately financed rehabilitation can improve urban housing

with suggestions on new directions in public rehabilitation policies

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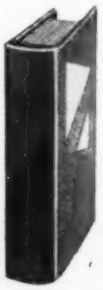

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business area. Scant weeks before his death —on May 13—Mr. Kribben was one of eight prominent Chicagoans honored as "Champion Fighter For A Better Chicago," during the 25th anniversary meeting of the Metropolitan Housing and Planning Council (see June JOURNAL, page 198).

A. ALEXANDER BUL,
urban renewal coordinator in Dallas, takes up new duties as city manager of Midland, Texas. A member of NAHRO's Redevelopment Section, Mr. Bul has been active in its Rehabilitation and Conservation Committee.

SIR GEORGE L. PEPLER,
pioneer English planner internationally known for his work with the International Federation for Housing and Planning, died April 13. His death at the age of 77 ended a career devoted to pioneering the development of the planning profession in England and elsewhere. Sir George was one of a small number of planners in the field prior to 1914 and had a hand in the formation of the Town Planning Institute, which he twice served as president and as honorary secretary-treasurer at the time of his death. Through TPI, Sir George was also in contact with the housing and planning movements in this country. On the international scene, he served as president of IFHP for three years between the wars and, again, from 1947 to 1952.

HORACE W. PEASLEE,
distinguished architect and civic leader in Washington, D.C., died in that city May 18, at the age of 75. "He was," noted the *Washington Post and Times Herald*, "one of those irreplaceable men who not only cared about the beauty of the National Capital, but spent much of his life doing something about it."

A life-long architect in Washington, Mr. Peaslee created many of the city's outstanding buildings and landmarks, including its terraced Meridian Hill Park. He also played a leading role—beginning in 1924—in the creation of an official commission to plan for the coordinated development of the capital. Legislation was ultimately passed to this effect in 1926. Later, Mr. Peaslee was also behind the formation of a Joint Committee on the National Capitol, which serves currently as a clearing house for information on comprehensive planning for the Washington region. Mr. Peaslee was also involved in the national housing program. In 1935, he was elected secretary of the Central Housing Committee, authorized by President Roosevelt to pull together objectives of related federal housing agencies into a cooperative federal housing program and to foster an exchange of information and standardization in procedures. Serving with Mr. Peaslee in the organization of the committee: Coleman Woodbury, executive director of the then infant NAHO. Mr. Peaslee was a long-time member of NAHRO.

GEORGE AKAHOSHI,
planning analyst with the Milwaukee housing authority since February 1958, has taken a new post as research analyst with the Real Estate Research Corporation of Chicago. Prior to going to Milwaukee, Mr. Akahoshi was chief of statistics and reports for the Chicago Housing Authority for some eight years. He has been a NAHRO member since 1952 and is active in the Association's Research and Statistics Committee.

NEW COMPROMISE HOUSING BILL IN HOPPER

Declaring it to be "extravagant" and "inflationary," President Eisenhower on July 7 vetoed S.57, the omnibus housing bill that had been approved by big margins in both the House and Senate. While the Presidential action was no great surprise (see June JOURNAL, page 189), it drew sharp criticism from Senate Leader Lyndon Johnson (D), Texas; from the nation's mayors, business leaders, home builders, and public interest groups; and even from some notable Republicans (e.g., Senator Jacob Javits, New York; Senator Homer Capehart, Indiana). The reason: not only did the blackball just about kill off public housing but it left high and dry such general favorites as the urban renewal and Federal Housing Administration programs.

Upshot was immediate action on Capitol Hill to repair the damage, with the results that on August 4 the housing subcommittee of the Senate Banking and Currency Committee approved a new bill —one that, while it keeps pace with the President's wishes in some respects, is still far ahead of him in others. The subcommittee bill was developed after a new round of housing hearings, undertaken in late July, to consider the President's objections to the original measure. (NAHRO testified July 30, with President John Searles as Association spokesman.) At this point the big question was whether Congress should: (1) attempt to over-ride the veto; (2) be satisfied with the slim pickings offered in new administration housing bills that had been introduced; (3) submit a new bill. The subcommittee, as mentioned above, decided on the last alternative. Highlights of the new bill, which the full Banking and Currency Committee is scheduled to consider August 12, are presented below.

Urban renewal—550 million dollars available immediately, with an additional 100 million dollars, available at the discretion of the President, for smaller communities that might not otherwise get their share of the money. (S.57 called for 900 million dollars for two years.)

Public housing—37,000 units (no terminal date). The President wanted no new unit authorization.

Federal Housing Administration programs—12 billion dollars of new authority to insure home mortgages (would expire October 31, 1961); retains S.57's (1) ceiling of $22,500 for an individual FHA-insured mortgage and (2) reduction in downpayment requirements for insured mortgages in the $13,500-$22,500 range (the administration wanted a higher ceiling and a higher downpayment requirement).

Housing for the aged—bill retains S.57's provision for a direct loan program for housing for the elderly.

Meanwhile, on the GI housing front, the President on July 1 signed a bill lifting maximum interest rates on Veterans Administration-backed mortgages from 4¾ to a record high of 5¼ per cent.

David Walker

Richard Steiner

STEINER RESIGNS FROM URA; DAVID WALKER NAMED AS SUCCESSOR

Early in July, Richard L. Steiner, commissioner of the Urban Renewal Administration since 1957, resigned to accept the post of executive director of the Baltimore Urban Renewal and Housing Agency. Succeeding Mr. Steiner at URA is David M. Walker, former regional administrator in Region II of the Housing and Home Finance Agency.

Mr. Steiner

The switch to Baltimore for Mr. Steiner was occasioned by the resignation of agency director Oliver C. Winston (see personal, page 224). The clincher that closed the deal on Mr. Steiner's shift from federal to local service: he's a native of Baltimore and returns to his home city to further a renewal program he helped to pioneer as head of the city's old redevelopment commission from 1946 to 1954. Commenting on his resignation, Mr. Steiner noted that the Baltimore job is appealing because BURHA possesses powers "unequalled" by any other local urban renewal agency. It combines housing inspection, code enforcement, public housing, and renewal activities . . . in line with a study made by "imported" renewal experts, aimed at spurring the city's renewal program (see January 1957 JOURNAL, page 15).

Mr. Steiner's federal renewal service began in 1954, with his appointment as deputy director in the then recently established URA—successor agency to the slum clearance and urban renewal division of HHFA. In April 1957, he moved into the top URA post, succeeding James W. Follin, who resigned in the fall of 1956.

In announcing Mr. Steiner's resignation on July 3, HHFA Administrator Norman P. Mason termed it a "great loss, but I understand how as a native Baltimorean he would be drawn to the extraordinary Baltimore challenge. We are losing a wonderful colleague," he noted.

Mr. Walker

A native of Philadelphia, URA's new commissioner headed that city's redevelopment authority from 1946 to 1951, after which he served as secretary of labor and industry in Pennsylvania through 1955, when he joined HHFA. Earlier—from 1943 to 1947—Mr. Walker was a housing manager with The Philadelphia Housing Authority. Mr. Walker thus brings to the top URA post what HHFA Administrator Mason characterizes as the "widest kind of experience." "Mr. Walker," noted the administrator, "is a recognized authority in the housing and urban renewal fields. . . He is fully equipped to meet affirmatively the great challenge of urban renewal."

Messrs. Steiner and Walker have both been active in NAHRO. Mr. Steiner has served as a member of the Association's Board of Governors and as chairman of the Redevelopment Section; Mr. Walker has been a member of the Section's Executive Committee.

TEMPORARY NOTE, BOND SALES RING UP PEAK INTEREST RATES

Money borrowing costs to finance public housing operations climbed steadily from February 17 to July 7—time span between the last sales of securities reported and the most recent ones (see March JOURNAL, page 78). Five temporary note sales completed during that period went from an average rate of 1.616 per cent to 2.377. And, in one sale of long-term bonds—the 24th in the program—the average interest rate went up to 3.7760: a rise of .3673 points over the February rate.

Bond Sale

The May 26 bond sale was notable not only because of the all-time high interest rate but because the 20 issues offered were sold without competitive bidding. Reason, reportedly, was the depressed state of the bond market at that time, evidenced by a scarcity of bond buyers and underwriting capital. In their absence, two heretofore competitive bidding groups merged bids to take up the $104,760,000 offering . . . an action that, when indicated earlier, had brought NAHRO's Fiscal Policy Committee into the picture. The committee—comprised of Chairman Lawrence M. Cox; Association President John Searles; and Robert Sipprell—considered the effect of the merger on local authorities selling bonds and concluded that the action was not "objectionable." In a letter to Public Housing Administration Commissioner Charles E. Slusser, the committee noted that, under prevailing bond conditions, the merger would "be in the best interests of the program." Continued the letter: "only through such merger will substantially all of the available underwriting strength of the country be used to market New Housing Authority Bonds." In turn, the committee so advised affected local authorities of its findings and conclusions.

Temporaries

Here's the story on the five short-term note offerings made during the spring and early summer.

In the third note sale of the year —on March 17—75 authorities sold 82 issues totaling $133,769,000. The sale's average interest rate was 1.792 . . . a rise over the previous 1.616

rate of February 17. The range of interest rates was 1.60 to 2.04; average note maturity was 6.58 months.

On April 14, 77 issues totaling $89,288,000 were marketed by 74 authorities. The average interest rate was 2.007—out of a rate range of 1.78 to 2.23. Average maturity of notes was for 7.96 months.

On May 12, 72 authorities sold 79 issues totaling $288,527,000, at an average rate of 2.225; range of rates was from 1.85 to 2.64. Note maturity was for 6.60 months.

On June 9, 61 authorities sold 62 issues totaling $88,651,000. The sale registered an interest rate of 2.263 and a rate range of 2.11 to 2.48. Average maturity of notes was for 6.71 months.

And on July 7, the smallest dollar volume sale for the year to date took place: 52 authorities sold 54 issues totaling $55,663,000. The sale rang up a 2.377 rate—highest since October 1957, when the rate climbed to 2.572 (see February 1958 JOURNAL, page 41). Average note maturity was for 8.4 months; rates, 1.92 to 2.77.

CENSUS BUREAU TAKES ON JOB OF KEEPING BUILDING STATISTICS

As was predicted in the March JOURNAL (page 78), the job of keeping tabs on new construction in the United States—formerly shared by the Labor department and the Commerce department — has been consolidated in one agency—the bureau of the census' new construction statistics office, operating out of the Department of Commerce. The action is more or less in line with recommendations of President Eisenhower—recommendations that had been supported by NAHRO as a member of the Federal Statistics Users' Conference.

Man named to head the new operation is Samuel J. Dennis, a former economics teacher at Harvard University and a long-time (since 1934) government worker: he has been with the central statistical board (predecessor to the budget bureau's office of statistical standards), commerce's construction statistics section, the defense housing coordinator's office, foreign aid agencies, and, since 1955, with the census bureau.

The consolidation move was an outgrowth of frictions that developed last year when disparities came up between housing figures turned up by the commerce and labor departments (see March 1958 JOURNAL, page 79). The new set-up —it seems likely to be blessed with more money than the old dual house-counting activities got together—is expected to provide both more accurate and broader coverage than ever before (to include maintenance and repairs statistics, for example).

HHFA NAMES GROUP TO STUDY IF CITIES DO RIGHT BY CITIZENS

Still another in the line of advisory groups reflecting the Housing and Home Finance Agency's new interest in getting citizens into the housing act has been set up: it is the 15-man Advisory Committee on Housing and Community Development, which, while looking into the whole complex of whether cities are doing right by their citizens in housing and planning functions, will, apparently, also look into the much talked about question of whether more local autonomy is needed in the operation of housing programs.

In announcing establishment of the new advisory group in June, HHFA Administrator Norman Mason said: "I think we need to question and examine some of the things in housing and urban life that up to now have been taken for granted. . . I am anxious to get [the committee's] thinking on the many problems that face the federal government and the local communities as they try to find solutions that will best serve the people who live in those communities." Among specific questions being put to the committee: How can the advantages of the "workable program" best be demonstrated to communities? What should the role of the federal government be in urban renewal? What is the dividing line between federal leadership and local initiative and responsibility?

Last of the questions cited above is what provides the clue that Administrator Mason is, perhaps, using this advisory group to keep his promise to look into the matter of whether or not communities need more elbow room in handling federally-aided housing programs. The crusade for more local autonomy is one that has been taken up by NAHRO, the American Institute of Architects, and others. But it is a matter on which Congress was asked by federal officials to hold off until after an investigation could be made; as a result, the housing bill vetoed by the President did not contain specific proposals to insure local autonomy for housing agencies—but it did contain a policy

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statement declaring that it was the intent of Congress to provide communities with freer rein in such operations (see June JOURNAL, page 189).

Those named to the new advisory group are: Ernest J. Bohn, director of the Cleveland Metropolitan Housing Authority; Architect Victor Gruen; Reginald Isaacs, chairman of the department of city and regional planning at Harvard University; Aloys P. Kaufmann, president of the St. Louis chamber of commerce; Ferd Kramer of Draper and Kramer, Inc., Chicago; Norris Nash, vice-president of the Henry J. Kaiser Company; Aksel Nielsen, president of Title Guaranty Company, Denver; John Osman, vice-president of the Fund for Adult Education of the Ford Foundation; James W. Rouse of James W. Rouse & Company, Inc., Baltimore; Boris B. Shishkin, secretary of the AFL-CIO's housing committee; Robert D. Sipprell, executive director of the Buffalo Municipal Housing Authority; James C. Worthy, vice-president of Sears, Roebuck and Company; Joseph Grazier, president of American Radiator and Standard Sanitary Corporation, New York City; Boyd T. Barnard, president of Jackson-Cross Company, Philadelphia; and Richard Hughes, president of Hughes Development Company, Pampa, Texas.

JUNE MARKS FHA'S PASSING OF QUARTER-CENTURY MILESTONE

President Eisenhower, the nation's home builders, and others were among the wellwishers when, in June, the Federal Housing Administration celebrated its 25th anniversary. The President came out with a special message; the home builders devoted a goodly portion of their monthly publication to FHA and its accomplishments; and others came forward with high praise to mark the milestone occasion.

FHA was born on June 27, 1934, with the signing of the national housing act of that year. Since that time, the agency has written some 55 billion dollars in mortgage insurance for home purchases and improvements and for multi-family projects. In addition, the agency has provided technical services that have been directed at bringing more and better housing to the American people.

In a birthday message, Julian Zimmerman, FHA commissioner, had this to say of the past, present, and future of the agency: "Today's housing problems and tomorrow's are as challenging as those faced by FHA at its inception. Their solutions require the same kind of imagination and forward thinking, the same refusal to be bound by outworn tradition, that have made the history of this agency outstanding. . ."

NEW JERSEY STATE AGENCY GETS $130,106 "DEMONSTRATION" GRANT

After a long quiet spell, the Section 314 "demonstration" grant program has been heard from again: a New Jersey agency in April was awarded a $130,106 federal grant to develop regional guidelines for urban renewal in a highly urbanized area in the northeastern section of the state. The action marked the first such grant since late last summer (see August-September 1958 JOURNAL, page 261), although the program has been getting attention from an advisory group that was hand-picked by the Housing and Home Finance Agency to evaluate it (see November 1958 JOURNAL, page 379).

Recipient of the New Jersey grant is the state department of conservation and economic development, which will be assisted by planners from Rutgers University in conducting the study. The state's one-third contribution toward the undertaking ($65,054) will be provided mostly in the form of staff services.

Area under study covers nine counties—Bergen, Essex, Hudson, Middlesex, Monmouth, Morris, Passaic, Somerset, and Union—in which there already is a considerable amount or urban renewal activity (nearly 40 projects in about 20 localities). The demonstration study, in effect, is aimed at improving techniques already in use in the area and at coordinating all city rebuilding efforts in the region. Specifically, the study will be directed at: (1) determining the extent and character of blight in the area; (2) analyzing current programs, policies, and techniques; (3) setting up desirable renewal objectives for the regional area; (4) creating regional data and standards to guide the individual localities in their renewal efforts.

NATIONAL EVENTS PUT FOCUS ON THE AGED AND THE YOUNG

In the mill are some White House- and Senate-sponsored events that will focus on the problems of the very old and the very young. A roundup follows.

White House Conference on Children and Youth—Plans are well under way and suggestions, information, and research materials are pouring in from all over the country for the golden anniversary White House Conference on Children and Youth, to be held in March 1960 in Washington, D. C. Expected to draw an attendance of about 7000, the conference is under planning by a vast network of people that starts with a national committee named late last year by President Eisenhower—the committee includes NAHROite Ernest Bohn, executive director of the Cleveland housing authority—and goes on down to state and local organizing groups.

Some of the discussions at the conference are to center around the problems of youth that have turned up in connection with public housing and redevelopment operations and it has been announced by the

Public Housing Administration that the report prepared by the agency for a similar conference in 1950—*Unmet Needs of Children and Youth Residing on Low-Rent Projects*—will be updated for use as conference material. The Housing and Home Finance Agency has already prepared a background statement: *Children and Youth in an Urban Environment* (see June JOURNAL, page 219).

White House Conference on Aging—While White House conferences on kids and their problems are more or less old hat (there have been five held in the past 50 years), White House conferences on aging are brand new: the first such is to be held in January 1961, in accordance with an act of Congress that was signed by President Eisenhower last September. Already, a national advisory committee has been set up under the chairmanship of a former New Jersey congressman, Robert Winthrop Kean, to cooperate with the Health, Education and Welfare Department in planning for the conference. (This committee, too, includes in its membership Cleveland's Mr. Bohn.)

How housing needs of the elderly are, and are not, being met will be one of the questions studied at the 1961 event and an expert on the question—Walter Vivrett, a professor in the University of Minnesota's school of architecture and a member since 1957 of the Housing and Home Finance Agency's advisory committee on housing for the elderly—has been named technical director for housing for the forthcoming conference.

Meanwhile, all over the country work is going forward to lay the groundwork for the conference. Congress, in setting up the event, appropriated funds to provide grants from $5000 to $15,000 to states to help them finance collections of facts about aging and to permit state and local conferences for the development of materials to be used at the White House meeting.

Senate hearings on the aged. Congressional concern over problems of the elderly is being manifested through a subcommittee of the Senate Committee on Labor and Public Welfare, named this spring, with Pat McNamara (D), Michigan as chairman. The subcommittee held hearings in early June to get the views of individuals with experience in working with the elderly (included in this group—again, the indefatigable Mr. Bohn). At a second round of hearings, begun July 23 and slated to run until August 6, representatives of federal agencies and national organizations are being asked to speak up. NAHRO's views will be put forward on the final day of the hearing by Marie McGuire, whose big planning for public housing for the elderly in San Antonio has won national attention (see October 1958 JOURNAL, page 325).

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SCHOOLS FIGURE BIG BEHIND TRAINING IN HOUSING, RENEWAL

Universities are much in evidence lately in creating opportunities for training in housing and renewal. Five recent examples:

The University of Pittsburgh: responding to the challenge posed by America's cities that "today are becoming obsolescent at a faster rate than they are being renewed," the school has mapped out a professional program designed to meet "the

FOUR PROJECTS FOR ELDERLY HONORED

Recognition of public housing efforts in the field of housing the elderly came out of the University of Michigan's 12th Annual Conference on the Aging, staged June 22-24. Four public housing projects were among 11 architectural exhibits shown during the conference and cited as "outstanding" out of a field of over 50 entries submitted. Besides public housing, exhibits originated from private, religious, and philanthropic sponsors of housing for the elderly. The four public housing projects honored were:

—Toledo Metropolitan Housing Authority's Gideon Spieker Terrace, cited as "good, modest housing for low income elderly." Architects: Munger, Munger & Associates. The project was featured in the April JOURNAL (see page 124).

—Fitchburg (Massachusetts) Housing Authority, cited for the "excellent design" of a state-aided project designed by William Hoskins Brown of Boston.

—Minneapolis Housing and Redevelopment Authority's Lyndale Home, a high-rise development, cited for its "good, compact design," executed by Thurshov & Cerny.

—Chicago Housing Authority's Julia C. Lathrop Homes for the Elderly, another high-rise development. Lowenberg and Lowenberg were the architects.

Judges for the competition were: E. Everett Ashley III, head of the housing economics branch, Housing and Home Finance Agency; Bo Boustedt, architect with Boustedt & Heineman of Sweden; Robert C. Metcalf and William Muschenheim, assistant professor and professor, respectively, on the architectural faculty, University of Michigan; Edna E. Nicholson, head of central services for the chronically ill, Institute of Medicine, Chicago.

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need for professionally trained administrators in urban renewal and redevelopment." Coursework, starting up September 8, is to emphasize practical work in renewal. Program feature is a workshop that's to combine seminars with direct participation in Pittsburgh's renewal . . . with guidance coming from the professionals in the Pittsburgh region.

The, what amounts to, "on-job-training" program is an extension of the school's regular curriculum on governmental administration and leads to a master's degree in public administration in municipal-metropolitan affairs. Something like one-third of courses required relate directly to renewal and redevelopment.

NAHRO is cooperating in publicizing this new training opportunity – which includes fellowships available for up to $1500 and one assistantship worth up to $3500. September 1 is the deadline for applications; tuition and fees for two trisemesters is $1000. Apply to Dean Donald C. Stone, Graduate School of Public and International Affairs, University of Pittsburgh, Pittsburgh 13, Pennsylvania.

Harvard University: advanced courses leading to one of three new master's degrees in urban design are in the mill here, starting a year from this fall. The graduate school of design is offering courses—open to graduates of the school, in architecture, landscape architecture, city planning, or the equivalent.

Aim of the program, according to Dean Jose Luis Sert, is to meet "a dire need for designers whose training and ability go beyond what is normally to be found in any single profession."

The Johns Hopkins University: the school's McCoy College is sponsoring a series of lectures on "Planning for Better Cities." Starting on October 7, the series revolves around ten meetings to run through December 9—emphasizing the "role of City Planning as it contributes to the new form of our rapidly changing cities and their surroundings." The program is offered in cooperation with the Baltimore chapter of the American Institute of Planners and the Citizens Planning and Housing Association. Topics slated for study and invited lecturers include: "The Goals of City Planning"—Charles Abrams; "What is a Good City and Why?"—Morton Hoffman; "What is a Well-planned Neighborhood"—James W. Rouse; "Putting Plans into Action"—Richard L. Steiner.

Goucher College: another Baltimore-area event—Goucher College is laying plans for 1959-60 in connection with its 75th anniversary celebration, on the theme of "Human Values in the Emerging American City." Focus of the special program is a series of seminars set to run from October 14 through April 6—followed by a two-day conference in late April to examine seminar results. Other activities concurrently planned include special exhibits highlighting program topics: cultural and historical aspects of the city; philosophical and legislative implications of "suburbia"; "the ideal city"; affect of technology on urban areas; cities of the future. Also planned are related television shows, publication and distribution of a bibliography on urbanism, and tours of the Baltimore metropolitan area. Jeanne Lowe, freelance writer-specialist on renewal (see June JOURNAL, page 199), is assisting in the development of the celebration.

University of California, Los Angeles: "Can private enterprise . . . Will private enterprise provide good rental housing units at rents which our low income families can afford to pay?" This was the central idea explored May 26, during a "Low Cost Private Housing Conference" staged by the university's graduate school of business administration and extension service in cooperation with the Los Angeles Office of Urban Renewal and the Santa Monica redevelopment agency.

Sears-Roebuck Foundation: Yale, Harvard, the University of North Carolina, the Massachusetts Institute of Technology, the University of California—these are the schools chosen by five winners of 1959 two-year graduate fellowships awarded under the Sears foundation city planning and urban renewal fellowship program. Established in 1957 (see February 1957 JOURNAL, page 42), the foundation program calls for the awarding of five such fellowships each year; each award includes a stipend based on need and a $1000 per year unrestricted grant to the school. Concurrent with the announcement of winners in early June was the renewal of five fellowships granted last year (see February 1958 JOURNAL, page 42).

Letters to the Editors

NAHRO REORGANIZATION APPROVED

Following President Searles' suggestion in his "President's Corner" in the May JOURNAL, I am writing to give my unqualified endorsement to the proposed constitutional amendments.

In the 21 years of my membership in NAHRO, I have witnessed the development of other situations that required changes in the Association in order to keep it abreast of its responsibilities and opportunities. More than once, needed changes have not been made until the situation had reached the crisis stage, where deterioration and possible rupture threatened.

The Board of Governors and the Structure Committee are to be commended for timely and thorough attention to the structural requirements of the years ahead and I sincerely hope that the proposed amendments will be adopted without a dissenting vote.

Robert K. Creighton, Wilmington, North Carolina

NAHRO REORGANIZATION OPPOSED

The illuminating article in the NAHRO President's Corner (May 1959 JOURNAL) seems to bear out the preliminary remarks given to us by John Lange at our Middle Atlantic Regional Council conference in Washington, D. C., May 4 and 5 last.

It appears to me that this concept advanced by the President and perhaps others in NAHRO would certainly bring about a drastic change in our set-up as understood today. Perhaps the new diet suggested will be highly unpalatable and cause many of the sound, sincere, dedicated housers and renewers to regurgitate violently.

Before causing such a systematic disturbance to our national family, I would like to suggest that each agency member be properly orientated to the serious plan of revision suggested so that such member can properly understand the ramifications of the change.

To put this on the agenda for action so soon will only serve to confuse, let alone irritate, everyone who seriously and jealously considers his or her pertinent interests thereto at present.

Perhaps the more tactful determination should be to reconsider said proposal much further and delay final action this year pending result of the reconsideration.

The drastic change to biennial meetings and the name variation strikes me as most shortsighted. If money is the determinant to justify so drastic an operation, well then let's raise the money to improve and increase staff.

If you will furnish me with a copy of the financial picture, receipts and disbursements, of our Association, perhaps some sound suggestion can be made to bring about relief you need.

We shall be particularly pleased to note source of revenue from agency members and individual members, with emphasis on distribution between housing, renewal, and other participating agencies and individual memberships.

Please furnish this data at an early date so we can help you with constructive ideas about changing our name, philosophy of purpose, and divisions of responsibility.

M. Edward De Fazio, Hoboken, New Jersey

MORE ABOUT "CREEPY BLIGHT"

We were both surprised and pleased to see "Creepy Blight" in the May issue of the JOURNAL... John Fiato, a former housing inspector, now an information technician, did the art work on this and all of our pamphlets.

John and all the members of the staff are great admirers of the consistently excellent covers Mr. Bradford has been producing for the JOURNAL.

Your article in the JOURNAL indicated that "Creepy Blight" is something new—we have been using him since 1953 or 1954. I have enclosed some of the other pamphlets that may be of interest to you. If you think the pamphlets may be helpful to others, we will be happy to make them available. I am more and more convinced that the pamphlets have been a great asset to our program. One of the most important phases of a housing program is selling—selling the program to the property owner. Talking is effective, but a pamphlet with a message left in the home is equally, if not more effective. It offers the opportunity for the message to sink in.

I must be careful or I'll be giving a speech.

I wish you continued success.

Gordon E. Martin, Portland, Maine

MAY JOURNAL FOUND USEFUL

The May issue is excellent and shall have a very considerable and valuable impact in stimulating rehabilitation work.

Incidentally, it may interest you to know that I had lunch with two of the important staff people of a real estate industry organization several days ago, both of whom expressed respect for the JOURNAL and for its quality and fair reporting.

Best wishes for your continued success.

R. L. Steiner, Baltimore

(Written as Commissioner of Urban Renewal Administration—see page 226.)

Congratulations on the fine job you did with the May "Rehabilitation" issue of the JOURNAL OF HOUSING. I found it so interesting that I would like to have two more copies.

E. M. Goodman, Chicago

I just received your May issue of the JOURNAL OF HOUSING and I have found that it would be most helpful in proposed rehabilitation projects here in Madison. I would appreciate receiving 12 copies of this issue for distribution to interested citizens in the community.

Roger F. Rupnow, Madison

MORE LEARNING ON AGING NEEDED

I attended the May 21 regional NAHRO meeting at the Morrison Hotel in Chicago and found the ideas presented very interesting. A panel discussion of "Old Age Housing" gave an accurate account of the failure to provide anything near an adequate housing for people over 65. A fine resumé was given of a study on this problem and of recommendations made as a result of the study. An architect presented a useful digest of desirable struc-

(*Continued column three, page* 254)

"THE ECONOMIC AND SOCIAL FORCES NOW BEING UNLEASHED IN OUR LOCAL GOVERNMENT AREAS ARE TOO DYNAMIC AND TOO POWERFUL TO PERMIT ARCHAIC OR INEFFICIENT LOCAL TAX SYSTEMS"—TAX INSTITUTE, INC.

TAX TRICKS DESIGNED TO DO IN SLUMS

In Chicago . . . in Pittsburgh . . . in Kansas City . . . in newspaper articles . . . at professional meetings . . . in hallowed halls of ivy . . . in down-to-earth city council chambers—in many ways and many places, a new device is turning up in the fight to eliminate slums and preserve and promote good housing. What it amounts to: ingenious use of the public taxing power.

Urban renewal, perhaps more than any other force in operation today, has been responsible for the new look at taxes. The big payoff to the slum operator who, in effect, lets the fellow keeping a better house pay the tax bill; the lack of dollar incentives for new construction; the penalty in higher assessments that those who fixup and paintup pay; the high pricetag on public acquisition of slumlands—these are some of the incongruities that have been brought into sharp focus by the city rebuilding drive. The urgency of rebuilding America's cities and the need to eliminate those hurdles that have been slowing the pace of progress have dramatized the fact that it may be time for a change in tax thinking . . . and here and there something is being done about it. Presented below are some specific examples of what's being tried and what's being talked about in the way of slum elimination through tricks with taxes.

THE TAX BITE

Cook County, Illinois (Chicago area) has come up with a tax device that promises to bite slumkeepers till it hurts . . . and it could kill them: Chicago area property owners in 1960 will be hit with taxes based on the first new valuations on homes and other buildings in almost a quarter century. While the new setup will mean a pretty fair hike in the taxes that even owners of standard property will be paying, for professional slumkeepers it adds up to a kind of taxation without misrepresentation that could mean going out of business. The story follows.

In Chicago, as throughout most of the United States, slum operators have been in the gravy: low property taxes, no upkeep costs, good income. Just this month, however, it was announced that the gravy train was coming to a halt. Cook County Assessor P. J. Cullerton issued an its-about-time-we-faced-facts statement pointing out that, while taxes on slum properties have been based on wartime rent controls and on the old idea that slums don't pay off, in truth, ". . . these properties produce high incomes and bring high prices on the real estate market."

The upshot: in Cook County, the slumkeeper is going to have to pay a bigger share of the tax bill. Specifically, the plan announced by Mr. Cullerton calls for an increase in valuations of up to 63 per cent on slum properties, while standard properties are slated to climb only about 10 per cent.

THE TAX BONUS

Like the tax bite, the tax bonus is making a showing in the drive for better housing. The idea of giving tax bonuses for good housing habits has cropped up in two forms: (1) tax breaks for those willing to do right by existing properties and (2) tax breaks for those willing to undertake construction of new buildings. "Case histories" emanating from some cities that have experimented with these ideas, or are thinking about it, follow.

New York City. While it has been talked about elsewhere (e.g., Milwaukee), only place known to the JOURNAL where tax breaks are offered as a reward for property fixup is New York City. An ordinance setting up such tax abatements was enacted in the city in 1955 (see

Tax incentives played a part in shaping of proposed Boston development pictured above

December 1955 JOURNAL, page 448); it exempts for 12 years real estate tax on the value of improvements on multiple dwellings and permits amortization of 75 per cent of such costs over a period of nine years. The New York City law was designed, in specific, to help landlords to install central heating, hot water facilities, and other necessary and costly improvements; in general, the law was aimed at making decent housing available at modest rents.

Despite good intentions, it became evident last year that something had gone wrong and that some changes would have to be made. What happened was that some shrewd operators found a way to use the law to make money at the expense of the city: a number of buildings that got tax breaks had been glamorized to a point where there was some legal question as to whether, in effect, they represented entirely new structures; further, former tenants were outpriced, as property owners, not satisfied with tax abatements alone, also managed to get their buildings under decontrolled rents. (One example: a tenement that, pre-fixup, was bringing in $6000 a year in rents was, after fixup, taking in $36,000, while the owner got $15,000 in tax benefits.) The double benefit was never intended and, over the protests of local realtors, a new city ordinance was enacted early this year to prevent would-be "double-dealers" from making hay under cover of a legal fog.

Kansas City. Kansas City often is held up as an example because of the way it has made use of tax abatement as a redevelopment incentive.

A state law permitting communities to give limited-profit redevelopment corporations a tax break has been on the books in Missouri since the late 1940's. It works like this: for the first 10 years, taxes are based on the assessed valuation of the rebuilding site *before* improvements; during the next 15 years, on 50 per cent of the assessed valuation *with* improvements; after 25 years, the properties go back on the tax rolls for their full share of the burden. When a project begins to pay its full tax amount, the sponsor is released from that part of the bargain, that, until then, has forced him to limit returns to 8 per cent per annum.

It is the law described above that is enabling Kansas City to make redevelopment history with what has been called a "happy marriage

of public and private financing." What it has meant to Kansas City's renewal program: quick progress with full support from the business community (see October 1956 JOURNAL, page 351).

Two private corporations have figured in the Kansas City tax-abatement story: Quality Hill Redevelopment Corporation, which in 1950 became the first such corporation in the state to make use of the redevelopment corporations law, and Downtown Redevelopment Corporation, organized in 1952, as its name implies, by downtown interests (see December 1957 JOURNAL, page 450). Quality Hill's operations have to date yielded 500 new dwelling units and other facilities and will eventually produce another 240 housing units and a motel; Downtown Redevelopment Corporation has been cooperating with local redevelopment officials in the city's much heralded plan to rebuild "skid row" as a new entranceway to the downtown district and to supply new parking facilities within a short hop of the main retail shopping center.

Milwaukee. Many Milwaukeans would like to see their community emulate Kansas City in its "bonus for buildings" approach. The necessary state enabling legislation has existed since 1943; a city ordinance that would permit the granting of assessment freezes to private developers was approved by the common council early in July; and there's an organization ready and willing to go into the rebuilding business in the downtown area . . . if it gets a tax break. Trouble is, the assessment-freeze plan has touched off a tug of war in which one important Milwaukee bank is pitted against another—a battle that still was to be settled as of this writing.

On one side in the battle is the Wisconsin-Clybourn Redevelopment Corporation, an organization formed by the Marine National Exchange Bank. The corporation last year came forward with a plan that would for the first time make use of the state law allowing tax benefits for private developers. What is proposed: clearance and redevelopment, apparently without federal aid, of a two-block area along the east bank of the Milwaukee River in the city's central business district. The corporation has offered to invest some 15 million dollars in the undertaking, which eventually would yield a new bank building, a 28-story office building, and a six-level parking structure. The Wisconsin-Clybourn plan has won rave notices from many local officials, from the *Milwaukee Journal*, and others.

Opposed to giving tax benefits to the corporation, however, is the First Wisconsin National Bank (particularly the bank's big shareholders, the Uihlein family of Schlitz beer company fame), which has announced that it has an idea or two of its own about rebuilding downtown Milwaukee. And, as *Business Week* put it, "The battle waxed so hot that the family patriarch, President Erwin C. Uihlein of Schlitz, resorted to one of rare public utterances. . ." to answer charges that had been made against the family and its stand on the rebuilding plan. The First Wisconsin-Uihlein family position: giving a tax break to the Wisconsin-Clybourn group would constitute "unfair competition" for others who might not qualify for such benefits. (The 1943 state law requires, among other things, that total area involved in such a plan be at least 100,000 square feet; that the area must be declared blighted; that the sponsor be limited to a 6 per cent return on his investment while the assessment freeze is in effect.)

As mentioned above, the city's common council recently enacted an ordinance setting up terms for granting assessment freezes to private developers (provides for a two-year freeze based on current assessments plus an additional five-year freeze for projects that include plans for parking facilities). But, when it came time to take official action on the specific plan in question, the council shelved it, announcing that it would take up the matter later. Odds, however, are reported to be in favor of a "go-ahead" for the Wisconsin-Clybourn group.

Boston. Tax incentives are coming into play in Boston's rebuilding efforts in two ways.

1—Pictured on page 233 is a proposed 800-unit development that Boston's Beacon Redevelopment Corporation is to construct in the first action yet under a more than ten-year-old Massachusetts law designed, like the more familiar New York State law, to encourage development of middle-income housing by means of tax incentives. But, in its trial run, the Massachusetts law will be used in a very special way.

What's unusual about Beacon's plan is this: the corporation will lease, rather than purchase the 7½-acre site that is to be acquired and cleared by the local redevelopment agency. Essentially, the arrangement still amounts to a tax break. Here's how it has been explained to the JOURNAL: ". . . the lease arrangement insures the city a favorable return. At the same time the sponsors are protected from the fast-rising Boston tax rate, which has previously been a major hurdle to new construction."

Specifically, what the arrangement between the city and the redevelopment corporation calls for is this: The local redevelopment agency acquires and clears the site and then prepares it for development (estimated cost—1.5 million dollars). Beacon will lease the land for 20 years at an annual fee that will include $24,000 in ground rental; an annual excise tax of $10 per one thousand (or $80,000) and 5 per cent of gross income, or at least an amount equal to the present tax income of the land to the city ($50,000). "Under this schedule," the JOURNAL has been told, "the city will be able to service and retire its bonds within 20 years. At the same time, it will be guaranteed the present tax income. . ." A further possible advantage to the city: Beacon Redevelopment Corporation's pioneering is expected to touch off more of the same from other corporations willing to construct needed middle-income housing.

2—Tax abatement with a special twist is also figuring in another Boston redevelopment operation: what is known as the Prudential Center project, a no-federal-aid rebuilding plan. The city is entering into a special easy-tax arrangement with Prudential Insurance Company of America in recognition of the rebuilding-plus plan the company has come up with. While almost everyone agrees that Prudential deserves a break for what it proposes to do for the city, the city's ad hoc-tax dealing with the company has raised some questions that may have national import, as cities seek new ways to get rebuilding jobs done. Here are the facts on what Prudential plans, what the city has promised in return, and what questions have been raised.

The Prudential plan involves more than 30 acres of company-owned land—land that at present includes some unsightly railroad tracks and other remnants of what was once the Boston & Albany Railroad Back Bay Yard. Prudential has offered to sell the city 135,000 square feet of this land for use as the site of a convention and exhibition hall, with the insurance company then to rebuild the rest of the area in a way that would conceal the railroad trappings and a nearby turnpike and make a suitable setting for the civic buildings. Construction by Prudential would include a plaza above the roadways (area below plaza level would be used for parking); a 1000-room hotel; a 52-story tower office building; four retail shop buildings; 1750 units of rental housing; surface parking; and, since building coverage would be only 25 per cent of the site, the whole would be wrapped up in a landscaped, park-like setting.

All of the above Prudential agreed to do on its own hook . . . but only if the city would come through with something special in the way of a tax break. Recognizing that the city was being offered plenty in the way of plus-values, officials began negotiations with the company and a tax agreement eventually was reached. It goes like this: assessment is to remain at the pre-improvement level (5 million dollars) until construction is started on any building above the plaza level; thereafter, the aggregate land and building assessment is to be fixed at an amount producing an annual increase in the total tax beginning at $150,000 in the first year and then increasing $50,000 each year for the next seven years; for the next ten-year period, the total assessment would be fixed at an amount producing a total tax of not more than 20 per cent of Prudential's gross revenues but not less than 3 million dollars.

While not attempting to express approval or disapproval of the Prudential-Boston agreement, the Boston Municipal Research Bureau was among the first to point up questions that the agreement raised . . . questions that may have national implications. Among them:

—"Will other Boston taxpayers consider that they are the victims of discrimination and demand comparable treatment?"

—"If urban redevelopment of this magnitude is possible only through a major change in the taxing process, does this suggest that the property tax as administered . . . is tending to stifle industrial development and urban redevelopment?"

—"Is this situation limited to Boston? Is it time to have a new look at the theory and application of the property tax?"

As was announced last month, the special, "for the aged" October 1958 issue of the JOURNAL *was a winner in Industrial Marketing's 21st annual editorial competition (see June* JOURNAL, *page 207). Representing NAHRO at the award presentation, held June 8 in San Francisco, was Dolores Ramey of the Richmond housing authority, pictured above. Mrs. Ramey is the* JOURNAL's *regional reporter in the Pacific Southwest.*

OLD IDEA, NEW INTEREST

There are many who would answer the question of whether now is the time to take a new look at the property tax with a big "yes."

One such is a Chicago realtor, Arthur Rubloff, who, for some time has been advocating a get-tough policy for dealing with slum operators who through "stupidity or cupidity" obstruct the better housing drive . . . and the way to do it, he says, is to restudy and completely overhaul property taxation procedures. Said Mr. Rubloff before an audience of Chicago building managers earlier this year: "Our real estate valuation system for tax purposes should somehow take into consideration the ultimate potentials of the property. We ought to insist that land values be set high enough so as to render the maintenance of . . . outmoded structures economically impossible. . ."

The idea of using high land taxes to make pocketbook sense out of good housekeeping and pocketbook nonsense out of slumkeeping is not a new one—essentially it's the old "single tax" or "site-valuation" system that even now is in use in such places as New Zealand, Australia, parts of Canada, South Africa, and elsewhere. But it is an idea that is enjoying something of a revival in the United States and in other places as well. The plan, for example, caught the imagination of many of the delegates to NAHRO's 1958 annual conference, when Prime Minister William Nash of New Zealand, in an unexpected conference appearance, described how it was working in his homeland (see December 1958 JOURNAL, page 395); it created a stir, again, when described in a story carried in *American Municipal News*, publication of the American Municipal Association; and,

in general, it has won so much interest that just last year Harper & Brothers published a report based on a study of the system that was conducted by an International Research Committee set up some years ago by the London County Council, the Urbanism Committee of the National Resources Committee here in the United States, and the Canadian Federation of Mayors and Municipalities.

The "site-valuation" or "single tax" system, in simple terms, goes like this: (1) land is taxed according to its potential (whether or not the property has been developed or how well it has been developed does not figure—rates are based on the best and most suitable potential use for the land); (2) all improvements on the land are "untaxed." It was the feeling of the international study group, mentioned above, that such a taxation system would "reduce speculation in land, enable municipalities to obtain a larger share of community-created land values, improve housing conditions, and provide a new approach towards the solution of other social and economic problems. . ." The results of their study indicate that these opinions are backed up by experience.

The full story of how the "site-valuation" system has worked in some of the places studied by the international committee was presented in the report published last year: *Municipal Improvement and Finance as Affected by the Untaxing of Improvements and the Taxation of Land Values.* In just about all the cases presented in the report, a switch from another system of property taxation to "site valuation" added up to a story with a happy ending.

As an example, take the case of Sydney, Australia. The "site-valuation" system went into effect there about 40 years ago and, according to the report, changes for the better were noticeable almost immediately. Some of the results charged to the change:

1—a marked increase in the tax returns from the main business area;

2—a corresponding decrease in taxes paid by home owners and others less likely to be able to handle big assessments than downtowners;

3—an increase in construction activity;

4—an increase in property rehabilitation operations, since owners recognized that it made better sense to fix up their holdings than to let them decay—whether land is occupied by a slum or a good building (presumably the latter could command a higher income), the tax rate would be the same.

All in all, according to the report, with the change to "site-valuation" taxation in Sydney, "there was an immediate movement toward the scrapping of old and out-of-date buildings and the erection of modern edifices." Further, the report goes on, "This movement has continued with but a brief interval during the depression years."

THE INCOME TAX

It is not only property taxes that are getting a going over these days. Also coming in for attention: income tax laws and how they figure in the slum picture.

Realtor Rubloff, whose opinions on what's needed in the way of property tax changes were presented above, also has been one of those who have had a thing or two to say on the question of how income tax rulings are helping to maintain slums. His view: "We ought to find a way under our federal tax structure to penalize, rather than to reward, the perpetuation of slum structures in the central business district and elsewhere. Property depreciation should have a limit no matter who owns the property. We ought to insist that there be replacement reserves. We might even require the establishment of such a reserve as a condition of depreciation allowances."

From a study currently under way at the University of Wisconsin, there could come the basis for the kind of changes in income tax laws that Mr. Rubloff proposes. Albert Sporn of the university's law school has put under the microscope the whole question of whether or not federal and state income tax property depreciation allowances are helping to perpetuate slums. Mr. Sporn would especially like to find out whether there is any correlation between the difficulties cities are having in attempts to wipe out slums and the income tax regulations that permit successive purchasers of rental property each to recover capital investment in full.

In order to find the answers he is seeking, Mr. Sporn, admittedly, has some tough digging to do. In the first place, since federal income tax records are considered sacrosanct, research will have to center around local income tax records where such taxes are in force. Further, the information being sought is not easy to correlate: up for study are such things as (1) the duration of equity ownership of rental residential property and how this factor stacks up against age and condition of the property; (2) the useful life of a property over which owners have been permitted to depreciate capital investment for income tax purposes; (3) data comparing age and condition of tenant-occupied housing with age and condition of owner-occupied housing.

NEW TAX LIFE

Indirectly, taxes are figuring in still another way in the crusade for better housing: Pittsburgh and Boston have each come up with ideas that, at one and the same time, are (1) giving a new tax life to tax delinquent lands and (2) helping out with over-all redevelopment efforts.

Pittsburgh. The three local taxing bodies have donated tax-delinquent lands in what is known as the Lower Hill Title I project area to the local redevelopment agency. Says Robert B. Pease, executive director of the redevelopment agency, of the action: ". . . the best supporting reason I can think of . . . is that through redevelopment these properties will again be placed on the tax rolls producing revenue for the three taxing bodies—revenue far greater than if the parcels had been sold one-by-one to the highest bidder for either speculation or construction."

Boston. A land bank is being built up for the local redevelopment agency's future undertakings in connection with the city's demolition program—a program in which the police power is used to get rid of vacant slums and fire and safety hazards (see January 1957 JOURNAL, page 27). When tax delinquent lands are found in areas slated for redevelopment treatment, the lands are held aside for transfer to the redevelopment agency as needed. And, according to John Murray, director of demolition, the system is helping redevelopment operations in still another way: the redevelopment agency's relocation job is being made lighter, because the demolition program is getting a jump on full-scale clearance and displacement and forcing gradual relocation of those families housed in substandard dwellings.

RELOCATING SMALL BUSINESSES
in large shopping centers: why isn't it being done?

VICTOR GRUEN, PRINCIPAL IN THE PLANNING, ARCHITECTURAL, AND ENGINEERING FIRM OF VICTOR GRUEN ASSOCIATES, GAVE SOME ANSWERS TO THE ABOVE QUESTION THIS SPRING TO A SUBCOMMITTEE OF THE SENATE SELECT COMMITTEE ON SMALL BUSINESS THAT WAS CONDUCTING HEARINGS ON SHOPPING CENTERS. CARRIED IN FULL BELOW IS A LETTER HE ADDRESSED TO THE SUBCOMMITTEE.

As an architect who has been pioneering in the shopping center field and whose firm is continuously designing some of the largest shopping centers throughout the country, I am, of course, intensely interested in this problem. The shopping center field is of special concern to me and I have just completed, together with Mr. Larry Smith, economic consultant, a manuscript for a book, *New Shopping Towns, U.S.A.*, which will be published this fall by the Reinhold Corporation.

Generally we try on all of our projects to encourage the renting of space to small tenants. We feel that they are highly important in lending interest and color to a shopping center and most of our clients agree in principle with our point of view for the added reason that the smaller independent merchants usually are better rent payers. However, the shopping center developers and we have great difficulties in implementing our intention of having a large portion of the shopping center rented to independent and smaller tenants. The reasons for these difficulties are as follows.

Arguments Against Small Business

Shopping centers are comparatively large building projects; they need financing by insurance companies, pension funds, or similar institutions. These institutions insist that at least 70 per cent of the space in a shopping center be rented to what they call "triple-A credits." Since such triple-A credits are considered nearly exclusively to be branches of large department stores or branches of chain store organizations, any owner who wishes to get a financing commitment has to prove that he is able to rent about 70 per cent of the entire space to such enterprises.

The institutions make a good case for their attitude. They say that they are financially responsible to their clients (mostly people who have taken out life insurance or the employees of enterprises who make contributions to pension funds) and that they feel morally obliged to guarantee the safety of these investments. They state that inasmuch as loans run over a long time period (20 to 30 years), they cannot accept as good risks independent entrepreneurs, who might die or retire during the term of the loan commitment.

Bad Effects

This attitude of the people who are in a position to grant long-range loans, however justified it may be, has a number of unfavorable side effects:

1—Shopping center developers are hurt by the fact that—inasmuch as the number of enterprises that are accepted as good credits by the leaders is comparatively small—these firms are put into a highly favorable negotiating position, which they utilize to arrive at low rentals and other leasing terms highly favorable for them. Thus the budget for the shopping center's construction (and, with that, the quality) must be held to a minimum.

2—Developers very often have to choose a chain store branch as a tenant, even if local merchants, who are not only better rent payers but also, in many cases, are known to be better merchandisers, should be available as tenants.

3—The over-all character of the shopping environment, because of the lack of individualized merchandising enterprises, becomes dull and monotonous: a great disadvantage for the suburban shopping public.

4—The small independent retailer who cannot rent space in a shopping center finds himself forced to remain in older shopping districts and, inasmuch as these districts as a whole suffer whenever modern shopping centers are constructed in the surrounding area, he very often will see his business volume dwindle and will be forced to close shop.

Center City Pattern Same

This phenomenon is by no means peculiar to suburban shopping centers. The same process evolves in downtown areas wherever and whenever older buildings are replaced by new ones. Whenever a new structure is erected, the builder of such a structure finds himself forced by the attitude of financing institutions to rent ground floor space to chain store organizations, which then take over the space formerly held in the old building by small independent merchants. In Manhattan, for example, in the area where I live (which is Greenwich Village), many of the small merchants with whom we have done business—such as small grocery stores, delicatessens, book shops, specialty stores of all types—have had to close shop whenever the buildings in which they were located were replaced by new ones. The new tenants in these buildings are usually chain store food markets or other chain branches. This shift has led to a definite deterioration of the highly specialized and, qualitatively and service-wise, superior pattern that prevailed previously.

It would be difficult to pin the responsibility for these conditions on either the developer or the financing institutions. The developer and the builder would, in fact, very much like to give preference to the independent merchant and thus they are most certainly not the villains. They are, in fact, suffering parties. The financing institutions certainly do have a legitimate point when they claim that long-range

TWO OF THE OPPORTUNITIES OPENED UP ON THE INTERNATIONAL FRONT

A Fulbright fellowship for study in Holland and an invitation for entries in an international film contest—both in the housing and planning fields—are currently making international news.

Fulbright fellowship—for 1960-61: a pre-doctoral award that combines a program of study in comparative housing and planning at the Technological University at Delft with an internship at the International Federation for Housing and Planning headquarters in The Hague. The fellowship is the second such award to be made: the first, for 1959-60, went to a graduate planner and former Sears-Roebuck Fellow at the University of Pennsylvania (see page 230). Fellowship includes round-trip ocean transportation and living expenses for the ten months' study period; a choice of study themes related to housing and planning for the work of IFHP. Knowledge of French or German is helpful, though most communication is to be in English. Applicants need not be in a course of study for a higher degree but may include persons engaged in professional careers. The age limit is 35. Apply for application forms to David Wodlinger, Institute of International Education, 1 East 67th Street, New York 21, New York.

Film contest: to be staged in connection with the 1960 World Planning and Housing Congress to be held in Puerto Rico in May-June, 1960, jointly sponsored by IFHP, the Inter-American Planning Society (SIAP), and the Commonwealth of Puerto Rico (see June JOURNAL, page 213). Films eligible for the contest are to bear on planning or related elements of planning—housing, economic development, urban renewal. Aim is to acquaint an international audience with films furnishing outstanding graphic illustration on planning matters. Film categories are: documentary or educational; promotional—to stimulate public support behind planning programs; training; technical; or scientific. Purely commercial films are not eligible. Film dimensions: 35 or 16 mm; ten to 30 minutes long, although longer lengths will be considered. Deadline for entries is September 30, 1959.

Prizes slated for award to winning films include a crystal art piece symbolizing contemporary planning, donated to IFHP by the city of Vienna. Write for more information and entry forms to: International Planning and Housing Film Contest, 1960 World Planning and Housing Congress, Box 1729, San Juan, Puerto Rico.

financing must be based on the safest tenancy and that such safety of investment is rather to be found in national organizations that can be expected to operate continuously. Yet the effects of the actions of developers, builders, and financing institutions are highly deplorable, from a human point of view, because they destroy the livelihood of industrious merchants and, from the point of view of our entire civilization, because they create a tendency toward suppressing individualism and creating a pattern of sameness and monotony in the entire retail field.

A Solution . . .

It is my firm belief that these problems can be solved only by some government assistance to the small businessman. If an agency could be created which, similar to the Federal Housing Administration in the housing field, would guarantee the leases of those small businessmen who, over a prolonged period have operated in a responsible manner, then the attitude of the financing institutions would immediately and drastically change and developers and builders would be enabled to rent space in shopping centers as well as in downtown areas to independent smaller merchants and other enterprises without running the risk of not being able to finance their projects. This opening up of opportunities to small businesses would immediately create a climate in which a truly competitive rental market would be created and the present priviledged position of a handful of chain stores would be broken. This competition, in turn, would permit the raising of standards in design and construction of all shopping facilities.

The cost to the government of guaranteeing the leases of smaller tenants would be extremely small. Such tenants usually are successful merchants and good rent payers and only in very rare cases would they default on their leases. It also is to be foreseen that leases that would thus become void would be immediately taken up by other independent merchants.

Such an "FHA" for the independent small businessman would effectively prevent the threatening disappearance of the intelligent merchant from the American scene. It would represent a great step forward in preserving the American system of free enterprise and free competition.

RELOCATION NEWS—
progress, problems . . . here, there, and everywhere

The following city items dramatize some of the problems and progress on the relocation front. First stories deal with the same problem discussed in the article beginning on page 237—the plight of small businessmen in renewal; the Chicago item points up the limited workability of Section 221 in high-cost areas; and, to give the whole a happy ending, final batch of stories provides concrete examples of ways in which headway is being made in relocation operations.

NEW HAVEN OFFERS STOPGAP RELOCATION FOR BUSINESSES

Stopgap relocation—that's the answer the New Haven Redevelopment Agency came up with to help alleviate hardships for some businesses that had been located in what is known as the Church Street redevelopment project area (see March 1958 JOURNAL, page 100) . . . businesses that wanted to re-relocate in the redevelopment area after clearance.

Pictured on this page is a structure that was built on city-owned land especially to provide business-as-usual quarters for a group of retailers while they are waiting for new permanent quarters to be made ready in the Church Street area. The story of how they got there follows.

Facing displacement from the Church Street project area were nine merchants who wanted back in, after redevelopment. They included operators of two luncheonettes, three men's clothing stores, a news depot, a liquor store, two shoe businesses—all of whom probably would have had a hard go of it had the redevelopment agency not come up with its stopgap relocation plan.

The redevelopment agency offered to lease a center-city site to the merchants for $1 per year: on this site the merchants were to construct a temporary structure—one the city would purchase for use by the park and public works departments after it had served the merchants' purpose. The result: a 68 by 164-foot building—a one-story prefabricated Pruden Steel structure—that cost $50,000 and that was constructed in 60 days. The city, through advance purchase of the building, put up $25,000 of the money needed for the structure and the merchants, after incorporating, secured 15 bank notes equally divided over a period of 15 months to finance the rest. (They are paying the notes off as rent, with monthly rates at about $3 per square foot.)

If all goes as planned, the businessmen will be able to move into their permanent Church Street area quarters in 1962 (the target date for completion by Developer Roger Stevens of the commercial facilities the stopgap relocatees will get). Until then, they have adequate business space; parking facilities; a good location; and just about all they need as a setting for good business. For its part, the city eventually will gain a functional building—one that can be reassembled any place and partitioned according to needs.

New Haven's stopgap relocation facilities

The way the local redevelopment agency handled its Church Street re-relocatees is just one example of the way the agency has been working to make business (as well as family) displacement as painless as possible . . . despite the size of the relocation job. The Church Street project has uprooted some 500 enterprises; an earlier project (the Oak Street undertaking—see October 1957 JOURNAL, page 342) and highway construction displaced another 325 . . . and the authority's business relocation officer, Harry Sviridoff, and his staff have interviewed and offered to help at least 95 per cent of the total.

How well the relocation staff has done its work can be read in the record: story is that few displaced firms have gone out of business and most of them have stayed in the city—some in two new commercial buildings that went up in the Oak Street redevelopment area; some in what is known as the South Boulevard Light Industrial Park—a former swamp area that was filled in by the city to make new sites available for dislocated businesses; and some elsewhere in the city.

BALTIMORE STUDIES PROBLEM OF SMALL BUSINESS DISPLACEMENT

What happens to the small businesses that are forced out of renewal areas?

That difficult question is one the Baltimore Urban Renewal and Housing Agency sought to answer by studying what has been happening in the city's Mount Royal Plaza urban renewal project. What seems to be the answer: displacement hurts some of the little men more than others but the situation for all is tough enough to merit more attention to the small-business problem in national housing legislation.

In general, the Baltimore study showed that those enterprises hardest hit by displacement are:

1—marginal businesses that may or

may not have been profitmaking,

2—businesses run by persons who, because of "their age and/or lack of commercial enthusiasm, found retirement more suitable or expedient" than relocation,

3—businesses for which no technical or specialized skills or knowledge are required—most retail outlets, such as grocery stores, confectionery stores, and small variety stores,

4—taverns—study shows that an extremely large percentage are forced to shut down... probably because of difficulties in getting licenses to operate elsewhere.

The Mount Royal Plaza project area is made up of 74 acres in the central part of the city. Relocation is still under way in the project and, hence, findings of the study were not intended to give a complete picture of the business relocation story there but, rather, to provide insight into what displacement can mean to small businesses. Some specifics as to the study and the findings follow.

Mount Royal was a good area in which to study the plight of the small businessman in renewal because there were so many small businesses facing displacement there. While the neighborhood was primarily residential, "about every sixth structure was commercial or industrial in nature and another sixth was mixed commercial and residential," according to BURHA's study report. The great majority of the enterprises in Mount Royal were small-scale retail or service operations and, as a matter of fact, only two of the manufacturing concerns in the area employed 25 or more people. In addition, there were: a small scattering of real estate and finance operations; one charter bus company; a stable.

Unfortunately, some of the Mount Royal businesses had begun to move out before BURHA researchers got to them and the number about which information could be obtained totaled 96. Of these, about three-fifths were able to relocate; one-sixth went out of business; four branches of larger concerns had not been replaced as of the time of the study report; and about one-fifth failed to come through with the information about what had happened to them. (Says the report of this latter group: "Although one-fifth seems a large proportion to have just disappeared, it may be a reflection of the marginal nature of many businesses in the area..." Some that can be reopened on a shoestring, the report implies, probably will make a new beginning at a latter date. "Undoubtedly, the 'Tom's Shoe Shine' of Mount Royal Plaza will become the 'Jones' Shoe Shine' in another part of the city as soon as the displacee becomes acquainted in his new neighborhood," the report notes.)

By types of business, retailers got the hardest knock from renewal; only 17 out of 42 (including two branches of larger enterprises) had been able to relocate. Doing better were: the service group (only a small cleaning shop went out of business) and the manufacturing group (four out of five were able to find new spots and pick up where they left off). There was one case where owners of a Mount Royal loan business, upon relocation, opened a liquor store instead.

While almost two-thirds of those who were successful at relocating businesses moved within just one mile of the Mount Royal Plaza project area, BURHA's offer to let site business tenants re-relocate in the project area didn't have much affect on the picture. There were two good reasons listed: (1) most businesses were so small that it would not have been feasible for the owners to invest in the larger plots of land, as would have been required; (2) the few larger companies that could have handled the land situation did not want the expense and inconvenience of making two moves, first to temporary relocation quarters and then back to Mount Royal.

Section 221 was a hot item on the Baton Rouge housing market: even before construction was completed on the above model home in a 1.5 million dollar development, "sales got out of hand," the realtors, Bardwell and Holloway, report. By the time the official "open house" date arrived for showing the model dwelling, 150 of the 186 homes that were to make up the development had been sold. The housing—intended for first offering to expressway displacees—is made up of two- and three-bedroom brick veneer single-family structures selling for around $9000. Homes were offered on no-money-down terms (except closing costs—around $250) and on 40-year, easy-pay-plan mortgages calling for monthly payments of around $50, including interest, insurance, and taxes.

PHILADELPHIA BUSINESSMEN ASK FOR BETTER RELOCATION BREAK

Philadelphia's Eastwick Businessmen's Association believes small enterprises uprooted by urban renewal deserve a better break than they're getting... and the group's been busy doing something about it.

The association has its base in an area in which the biggest urban renewal job in the nation is to be undertaken—the Eastwick project calls for the uplifting of some 2506 acres (see January JOURNAL, page 24). The city and the local redevelopment agency long have recognized that businessmen in the area are going to be particularly hard hit, partly because, at first, they'll gradually lose customers as

families are forced to move out and then because they, themselves, will have to leave Eastwick. As a result, Philadelphia's has been one of the strongest of the voices that have been urging congressional action that would boost relocation compensation for businesses to substantially more than the present $2500 moving allowance. The businessmen's group has added its plea to the official ones.

The association in March began contacting every senator and congressman in Washington. Said the letter that was sent out: "Eastwick businessmen face a substantial loss —and, in some cases, even bankruptcy... There is no provision to repay us for the good will we lose but, if we decide to buy an established business elsewhere, we will certainly have to pay for good will. Even before we have to move, we face a gradual decline in business because our customers are moving away."

Meanwhile, however, the association is doing all it can to hang onto customers as long as possible. The group has distributed about 200 posters in the renewal area urging residents not to move until they must, in accordance with the redevelopment schedule. The posters include a map demonstrating that, except for a small number of residents in the initial Stage I area of the project, families will be able to remain where they are for two to five years and, in some cases, even longer.

"Not a Hollywood premiere but the official opening of Spring Hill Gardens," says ACTION-Housing, Inc.—a leader in sponsorship of a new Section 221 development that is getting a send-off as pictured above. TV cameras are focused on one of the first families to move in, the Mahoneys; Pittsburgh's mayor, Thomas J. Gallagher; and J. Stanley Purnell, president of Spring Hill Gardens, Inc. and chairman of the ACTION-Housing, Inc. board. For more details, see story this page.

2ND 221 MULTI-FAMILY PROJECT IN NATION OPENS IN PITTSBURGH

Doors were opened on May 1 on the second Federal Housing Administration-insured Section 221 rental housing project to have been completed in the nation. The development is Pittsburgh's Spring Hill Gardens, an around 1.8 million dollar job that, in a long line of achievements, marked the first direct housing sponsorship by ACTION-Housing, Inc. (see March 1958 JOURNAL, page 79; June 1958 JOURNAL, page 196).

Runnerup to Columbus' Terrace Gardens as the first multi-family relocation housing in the nation, Spring Hill Gardens has been billed as "the most significant addition to rental housing supply in Pittsburgh" since collapse of FHA's Section 608 rental housing program and "the first rental housing project for moderate-income families since even prior to the Section 608 program." The development offers one-, two-, and three-bedroom units for $75, $85, and $95 (including all utilities except electricity), respectively.

Move-in day at Spring Hill was a gala occasion, with Mayor Thomas J. Gallagher on hand to present a key to first tenants of the new development (see picture, this page). Also in attendance were C. Franklin Daniels, FHA's special assistant for urban renewal; Allegheny County commissioners; members of the city council; local officials; and civic and business leaders.

Construction of the development was started in early 1958. Designed by a local architect, Arthur E. Tennyson, the project provides 38 one-bedroom, 133 two-bedroom, and 38 three-bedroom apartments —all in 19 two-story brick veneer buildings. It is up-in the clouds (1100 feet) on a hilltop site that offers a commanding view of the Allegheny and Ohio rivers and of the city and, with building coverage at only about 15 per cent of the ten-acre area, the development has the added attraction of having plenty of space for greenery.

Nonprofit sponsors of the housing are financing the project with a 100 per cent, 40-year FHA-insured mortgage at 4½ per cent interest. The Federal National Mortgage Association has agreed to purchase the mortgage. Four ACTION-Housing, Inc. leaders are participants in the sponsoring corporation (see June 1958 JOURNAL, page 198).

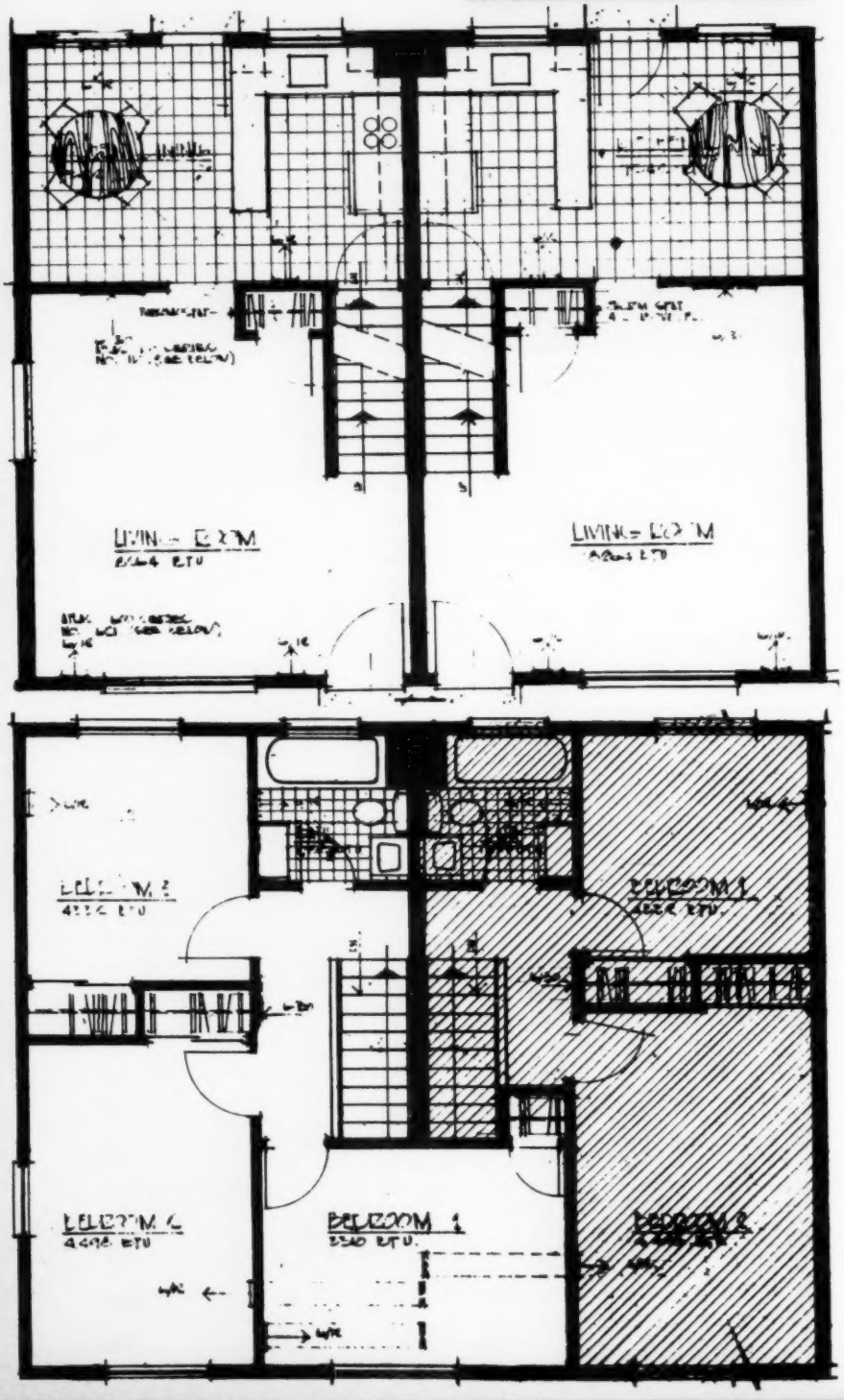
FIRST SECTION 221 TRANSACTION COMPLETED IN CHICAGO IN JUNE

A sale was rung up in June on the first Section 221 relocation housing transaction to have been completed in Chicago. Involved was a more than 30-year-old, 10-room brick house.

Chicago last year was certified for 2000 units of Federal Housing Administration-insured relocation housing, 500 units of which were to be in new construction and the balance, in existing structures. But Chicago is one of those "high cost" areas where Section 221 is viewed more as myth than meaningful and

Hartford Courant Photo

Right: Mayor Kinsella presents outsize key to younster whose family was among first to move into Hartford's Twin-Acre project. Behind the mayor is the builder of the Section 221 project, Irving Stich. Below: plans showing first and second floors of typical duplexes that make up the development.



the icebreaking sale is not expected to touch off a landslide 221 business. D. E. Mackelmann, head of the city's new Tenants Relocation Bureau (see June JOURNAL, page 208), in announcing the June transaction, pointed out that it was only dogged persistence that made possible the first such action. The low maximum mortgage amount permitted under the program ($10,000 for single-family houses in high cost areas), he said, in Chicago makes suitable new housing impossible to get and existing housing, almost so. However, he said, there will be instances, as in the case of the house sold in June, where an existing house selling in the vicinity of $10,000 will be found.

It was a family displaced by an expressway project that purchased the first house under Section 221 in the city. Total purchase price of the house was $10,000—the same amount as the FHA-insured, 25-year mortgage, which the Federal National Mortgage Association has agreed to purchase.

HARTFORD GIVES A NEW TWIST TO THE SECTION 221 PROGRAM

In Hartford, the city and the chamber of commerce, working together, have given a brand new twist to the Section 221 relocation housing program. Twin-Acres—a garden-apartment development already under occupancy in the city—represents an operation that, as far as is known to the JOURNAL, is unique in the nation: constructed with private money by a nonprofit chamber of commerce group, the Section 221 project stands on land that is still owned by the city.

In the site-lease arrangement under which the chamber of commerce group undertook sponsorship of Twin-Acres, the city has been given a chance to "make out" in more ways than one: (1) *for the present*—the city has made a start on its pressing relocation problems; (2) *in the immediate future*—the city each year will get a return from site rental larger than it formerly did through property taxes; (3) and, *in the long run*—the city will gain title to the buildings on the site after the mortgage has been paid up.

The story of the Hartford chamber of commerce's relocation activities goes back to 1957. It was becoming apparent in 1957 that the city was going to have a real problem on its hands: upheaval of many

Hartford's Twin-Acres, a Section 221 job sponsored by the chamber of commerce on city-owned land

thousands of families as a result of what are known as the Front-Market and Windsor Street renewal operations and, also, because of highway construction. Awareness of this impending problem led to the establishment of a new city housing department, with former housing authority staffer William Slitt as director, that has authority to buy, build, and manage housing suitable for relocation purposes (see May 1958 JOURNAL, page 168). Awareness of the impending problem at about the same time caused the chamber of commerce to look into the situation.

With the help of the housing department, the city plan commission, and the local redevelopment agency, the chamber made a study of the extent of the problem and what was needed to help solve it. Since then the chamber has been setting something of a record for quick action: it was in 1958 that the chamber set up Hartford Homes, Inc. as a nonprofit corporation that could sponsor Section 221 housing; in December, ground was broken for the project; and, as was mentioned earlier, the $400,000 project already is under occupancy.

Twin-Acres is a development of 40 duplex apartments, such as those pictured on these pages, in nine two-story buildings. The design for the project was executed for the building firm of I. R. Stich Associates by Architect Richard Shope and was selected by the development sponsors from a field of five proposals.

Buildings of the development are finished in a green and beige color scheme, with walls of panel grooving, shingle, and a little brick trim. Layout is in a pattern that is said to have enabled preservation of many of the existing trees on the site and to make good use of sun angles, the view offered by a nearby park, and prevailing breezes. Among outdoor community facilities, Twin-Acres boasts lighted parking space; play areas for preschoolers; drying yards; a special traffic-flow plan.

The 40-unit development is made up of an equal number of two- and three-bedroom units (they contain 850 and 950 square feet of living space, respectively) . . . renting at $98 and $115 (without utilities). In all the units, bedrooms and baths are on the second floor, with living rooms and kitchen-dining areas on the first floor, and each unit also has its own basement, a separate entranceway, and a yard. Separate gas-fired furnaces– they are serviced and maintained by the local utility–are provided each unit, along with a four-burner automatic range, a nine-foot refrigerator, and washing machine connections. The whole arrangement was aimed, it has been said, at creating "an atmosphere of home ownership and privacy."

There is some evidence that the sponsors of Twin-Acres may have accomplished what they set out to do in creating something special in the way of relocation housing. After taking a look at Twin-Acres, for example, Christian O. Christenson, the Federal Housing Administration's special assistant for urban renewal, declared the development to be one of the best Section 221 jobs he had observed throughout the country.

IN BUFFALO, HEALTH DEPARTMENT CHECKS ALL RELOCATION HOUSING

A unique arrangement between the Buffalo Municipal Housing Authority and the county health department is helping to make relocation not only a step in the right housing direction for families displaced from the city's first redevelopment area (the 29-block Ellicott district–see March 1958 JOURNAL, page 102) but, also, a step toward progress in the over-all aim of improving housing throughout the city.

Under the Buffalo setup, it is the health department–the official minimum standards housing code enforcement agency–that checks all relocation housing to see that it is in suitable condition for hous-

ing renewal displacees. Here, in specific, is how the plan works: As soon as the housing authority relocation office learns where one of the families of the area plans to relocate, the address is referred to the Erie County health department, which, in turn, inspects the property to determine whether or not it is in compliance with the local housing code. If the building is not in shape, steps are taken to force the property owner to bring it up to standard and, if it cannot be reclaimed, it is condemned.

As to how the system has been working, Mary Nenno, housing authority research director, has told the JOURNAL: "Our experience to date has been good." Among the advantages she pointed out were the following: "(1) Inspection is carried out by personnel trained to do this job. (2) Inspection is carried out by the housing code enforcement agency, itself, which has full power to bring violations into compliance—many units of relocation housing that would have to be termed 'unsatisfactory' under another system can now be made 'satisfactory' by the enforcing agency. (3) Progress is being made toward the compliance of all city structures to the housing code."

The BMHA-health department cooperation plan is an outgrowth of a philosophy on relocation that, Miss Nenno says, looks upon the job as more than just moving families away from the redevelopment site as quickly as possible. In Buffalo, she states, belief is that "the immediate clearance task, while the most pertinent short-range objective, is not the only goal of relocation." Relocation is a "community enterprise ... that should yield benefits for the city in terms of future renewal action."

This philosophy has shown itself in other ways: it is apparent, for example, in the cooperation of the local real estate board in finding new homes for displaced families; it is apparent, also, in the way the housing authority, with the cooperation of community agencies, is using relocation as an opportunity to help families with problems; and it is apparent in the careful handling of displacees—from the time of the initial interview, aim of which is to determine what kind of relocation housing is needed, until the final interview, at the new quarters, to determine that a satisfactory adjustment has been made.

THE NAHRO PRESIDENT'S CORNER

JOHN SEARLES SAYS . . .

On July 17, a public hearing was held in Washington, D.C. on a proposed change in the redevelopment plan for Southwest Project Area B. This is Washington's first and pilot project. The proposed amendment, among other things, would eliminate a maximum rent limitation of $17 per room per month on 300 of some 1500 housing units to be built in the project area. As the JOURNAL goes to press, the best guess is that the amendment will pass.

Most of the witnesses testifying at the hearing recognized that the rent limitation is unrealistic and did not oppose its deletion. Father Robert G. Howes, representing the National Conference of Catholic Charities, however, opposed the elimination of the limitation. He said that the Southwest Washington project, which, in all, will provide housing for 4000-5000 families, should set an example for other cities in the nation. He pointed out that the original plans for the area had included among its objectives provision of housing for families of all income groups. He said that the elimination of the rent control feature would leave the area with housing only for the wealthy in private housing and the poor in public housing.

Although we could not agree with Father Howes, nor do I feel that anyone else intimately concerned with local redevelopment programs could agree, that an unworkable rent limitation on a limited number of units can do much, if anything, to achieve a balanced neighborhood, it is true that the emphasis and objectives of the Washington redevelopment project have changed.

The Market

The Southwest area already has 750 families living in public housing. Officials are frankly admitting, however, that there will be a substantial segment of the population that will not be able to find new housing in the Southwest project within their means. This segment includes families with too much income for public housing, but with incomes less than the $8000-$9000 per year minimum that are probably required for families to afford the new housing to be constructed by private enterprise in the Southwest redevelopment project.

This change in the public objectives for private residential construction in the Southwest that has caused Father Howes' concern deserves our serious thought. Although a basic objective of the plan is still to provide as much good housing as possible for middle-income groups, in perhaps the $8000-$13,000 per annum income bracket, there is no question that the Southwest area as a whole will tend as a neighborhood to break up into relatively uncongenial parts. It appears that there will be a lower-income sector consisting of the public housing families, who will be predominantly non-white in character, and a middle and even well-to-do sector of families in housing built by private enterprise, who will be predominantly white in character. There will be no segregation other than by income.

This change in direction of the Washington program was not forced on public officials by redevelopers, the Federal Housing Administration, or by bankers but rather by a clear realization on the part of the responsible officials that, when the chips are down, a closely-knit community planned for a complete range of income groups does not appear to be workable and perhaps not to be even desirable.

The Dilemma

Washington officials, in proposing the change to eliminate the rent limitation and frankly to reject the objective of housing families of diverse incomes in a single compact area, faced the fact that there is no program today for assisting housing for families just over the public housing level. It is clear that, without assistance, lower rents or housing costs can be achieved only by building housing of substantially lower standards than that in the

adjacent public housing project. This move seems unsound and such housing would probably be unmarketable. Where unassisted low-cost housing has been attempted in other cities, it has encountered both general ill will and immediate marketing difficulties. Washington officials also recognize that such minimum housing would also have to compete with inexpensive sales housing far from the center of the city, with the amenities of suburban life thrown in. This competition is highlighted by the fact that, in the Washington area, several large private low-rental housing developments assisted under FHA's Section 608 program have proven unable to compete in this market and have been turned back to FHA for reorganization.

There is the further consideration that, if lower rental private housing can be built in a community like the Southwest, near to more expensive houses on one side and to public housing on the other, such housing, instead of providing a unifying force, would become a separate and third sub-community. It might well be more divisive than unifying.

"Balanced" Community Possible?

What does this experience mean? It is, of course, the experience of just one city—a city that started off in a particular direction but that, anticipating failure, abandoned its original objective. It may point, however, to a need for an earnest re-examination of the elements that make a community. A community with planned income diversification may lack any real unifying force.

Following certain social philosophers of a recent generation, we executors of community plans have sought to develop communities of wide diversity of family income. We saw that communities drawn together by a common income level could become sterile and boring. If the level were low, the community would be impoverished in community facilities; if high, the individual community would generally not be giving proportionately of its strength to the urban area as a whole. But is diversity of income a cohesive force? I don't think so.

Even our most cosmopolitan downtowns have a rallying point in that cosmopolitans have some economic or social reason for being in the city center. The English new towns have an economic reason for being: the inhabitants work as executives or laborers in local industry.

There is certainly a stifling effect of too much sameness in any neighborhood. We look with horror on an inbred suburb but sheer diversity in a community, just for the sake of diversity, may be just as bad or worse. I believe that a successful community must have some kind of rallying point, be it business, school (college towns), common intellectual pursuits (scientific communities), aesthetic activities (artist colonies), religion (ethnic background), or even income, although this last categorization may have less exciting implications than other common denominators.

Looking back at our recent Southwest experience, it seems to me that we do not need to regret our failure to provide housing for the lower middle-income groups or to provide housing in an area for a complete range of income groups. I think we have learned, without having gone too far, I hope, that theoretically ideal solutions may be misapplied. We have learned, I think, that diversity of income alone cannot make a community or build a neighborhood. Our hope now is that people—regardless of income—can be brought together by a common desire to live as well as work in the city. Our challenge is to build central city communities that legitimately inspire that desire.

John R. Searles, Jr., July 1959

WATCH FOR IT IN THE MAIL—THE ENTRY FORM FOR NAHRO'S 1959 COMMUNICATIONS COMPETITION

NAHRO will sponsor a new kind of competition this year in connection with the annual conference in Cincinnati. The competition, "Impact in Print," which replaces the annual reports contest, will accept as entries *all kinds of publications* that have had multiple distribution. They may be annual reports, "workable program" presentations, tenant handbooks, land sale promotion brochures, referendum pamphlets, relocation folders—any communication in print.

To enter this broadened competition, local housing authorities, redevelopment and renewal agencies, citizen planning associations, and others should (1) select from various publications any productions issued since August 1957 that are believed to be particularly commendable because they are snappy, eye-catching, and the wording is good; (2) be prepared to supply eight copies of any entry to NAHRO headquarters when the entry form is sent out in August.

Judging will be by four Cincinnati professionals in printing arts and other pertinent fields: *Noel Martin,* art instructor and designer; *Dan Ransohoff,* community services director, Family Service Association of Cincinnati and Hamilton County; *Allon Schoener,* curator of the Cincinnati Contemporary Arts Center; and *Robert Springer,* architect. They will award certificates carrying NAHRO's "Impact in Print" competition insignia (see illustration) to as many entries as they feel merit the tag "outstanding"—because they do best the job they were supposed to do. If there are pieces of extra-special quality that really blaze new trails, appropriate "gold star" awards will be given.

Winners of awards will be announced at the annual conference, where the publications will be on display and highlighted at one of the "Communications Confabs" scheduled during the conference. Entries will be due at the end of August; so materials might be assembled now, to send off as soon as entry forms are received.

NAHRO's Public Relations Committee Chairman D. Reid Ross, executive secretary, Better Housing League of Cincinnati, and committee members Drayton S. Bryant, director of community relations for The Philadelphia Housing Authority, and Rose Morry, executive assistant, Housing Authority of the City of Seattle, are working with NAHRO staff on arrangements.

Court Decisions

Prepared by

MORRIS MILLER

Member of the law firm of Scott W. Lucas, Washington, D. C.

COMPETITIVE BIDS NOT MANDATORY FOR REDEVELOPMENT LAND SALES

Despite the fact that the Housing and Redevelopment Authority of the City of St. Paul did not have to use competitive bidding procedures in disposing of acquired land, it did so but did not comply rigidly with those procedures in disposing of a portion of the project area to a retail chain organization. On June 26, 1959, the supreme court of Minnesota upheld the actions of the authority. Other factors, in addition to monetary return, are involved. "To compel compliance with rigid competitive bidding procedures under such circumstances could conceivably require the Authority to dispose of property in a manner which would not be the wisest choice in fulfilling the discretion and responsibility delegated to it by the legislature." (*Asch, et al.* v. *Housing and Redevelopment Authority of the City of St. Paul, et al.*)

JURY OKEY "MUST" ON TAKINGS FOR WISCONSIN REDEVELOPMENT

The Wisconsin constitution contains the section: "No municipal corporation shall take private property for public use, against the consent of the owner, without the necessity thereof being first established by the verdict of a jury."

The original Wisconsin blighted area law, enacted in 1945, conferred upon cities the power to carry on redevelopment and had been sustained as constitutional (*David Jeffrey Co.* v. *Milwaukee* (1954) 267 Wis. 559, 66 N. W. (2d) 362). Concerned about the necessity of a jury verdict of necessity and with federal funds in jeopardy, the Wisconsin legislature adopted in 1958 the blight elimination and slum clearance act, which created a redevelopment authority in every city where certain conditions existed. Such an authority, a separate public corporation, could take action in certain respects only after appropriate approval by the city council but, in general, it had the same broad powers of slum clearance as cities had under the 1945 law.

At issue in *Redevelopment Authority of the City of Madison* v. *Canepa* was the constitutionality of the 1958 law insofar as it exempted the authority from the requirement of obtaining a jury verdict of necessity in condemnation proceedings. In its June 26, 1959 opinion, the supreme court of Wisconsin held the provision unconstitutional but added that the unconstitutionality of the provision did not render the rest of the act void.

PROOF OF PUBLIC PURPOSE OF LAND TAKING SUBJECT TO REVIEW

Contending that its property included in the redevelopment area was being taken for a private, not a public, purpose and that the inclusion of its property was unreasonable, arbitrary, discriminating, and an abuse of the powers of the local redevelopment agency, plaintiff (a business property corporation) sought an injunction against the project in New Haven, Connecticut.

The lower court refused to permit the plaintiff to prove these contentions. On March 17, 1959 the Connecticut supreme court of errors, in *Bahr Corporation* v. *O'Brion, et al*, reversed, holding it was error to exclude the evidence.

The decision of the court was limited to the narrow question as to the admissibility of evidence. "In *Gohld Realty Co.* v. *Hartford*, 141 Conn. 135, 146, 104 A.2d 365, we said: 'The determination of what property is necessary to be taken in any given case in order to effectuate the public purpose is, under our constitution, a matter for the exercise of the legislative power. When the legislature delegates the making of that determination to another agency, the decision of that agency is conclusive; it is open to judicial review only to discover if it was unreasonable or in bad faith or was an abuse of the power conferred.' The decision of the condemnor that a necessity exists for the taking of particular property 'is one open to judicial review to discover if it was unreasonable, or in bad faith, or an abuse of the power conferred, and . . . the appropriation of the property will be restrained if it be found that such was the character of the decision.' "

QUICK TAKING REDEVELOPMENT UPHELD BY MINNESOTA TOP COURT

In its decision of May 29, 1959 the supreme court of Minnesota, in *Housing and Redevelopment Authority of the City of St. Paul, Minnesota* v. *Allan E. Greenman*, sustained the constitutionality of the Minnesota urban redevelopment statutes and the applicable provisions of the state quick-taking eminent domain statute. "The mere fact that some private interest may derive an incidental benefit from the activity does not deprive the activity of its public nature if its primary purpose is public."

The court pointed out that it was following the overwhelming weight of authority to the effect that, when slum areas have been reclaimed and redevelopment achieved, the public purpose has been fully accomplished. "It is not the object of the legislation merely to permit the transfer of property from one individual to another. There is a limit to the amount of parks, playgrounds, or public purposes which any community may afford. Where a municipality has no further need of property in a redevelopment area, there should be no reason why it should not be sold, restored to productive use, and become tax-producing property."

NO UNLAWFUL DISCRIMINATION FOUND IN GADSDEN RENEWAL

The April JOURNAL (page 137) carried a note on *Barnes, et al.* v. *The City of Gadsden, Alabama, et al.*, in which the United States district court of the northern district of Alabama held that there was no evidence that the redevelopment plan contemplated any unlawful discrimination. On June 30, 1959 the United States court of appeals for the fifth circuit affirmed the ruling of the lower federal court, with Circuit Judge Rives concurring in part and dissenting in part.

Judge Rives concurred insofar as an injunction was denied but felt that he could not escape "the con-

(Continued column two, page 251)

PRIME AND PERTINENT

Prepared by Marion Massen

TO THE "TWENTY-YEARS' EXPERIENCE" BOOK announced in this column last month—NAHRO's newest publication, *Maintenance Men Look at Housing Design,* which we mention again as invaluable for housing authorities building new projects or making changes in old ones—you can now add for your reference shelf an economist's evaluation of the public housing program over its first two decades: *Twenty Years of Public Housing: Economic Aspects of the Federal Program,* by Robert Moore Fisher (see listing below).

The book provides an excellent, detailed review of the federal-aid program, expressed in outlay of funds, provision of dwellings, elimination of substandard housing, and "cost" to local government. Shortcomings in attaining original goals are analyzed and ways suggested whereby future accomplishments may be made more satisfying. These measures include providing more freedom to local authorities, without compromising federal interests, to give incentive for lower operating costs (perhaps state and local government cash grants toward project capital costs?) Also: encouragement of more experimentation and research in the economics of housing (for example, study of the present rent-income ratio as a factor in move-outs).

Mr. Fisher sees the role of public housing as important in the future of cities, coupled with active urban renewal programs. Broadened support for the program must come, however, he says, and the entire housing economics picture needs to be looked at, to figure "what next," since consumer preference at this point favors the automobile and other equipment and services over shelter in the family budget.

NEW FROM NAHRO

PUBLIC RELATIONS TIP No. 70: THE PR VALUE OF PLANNED EVENTS. July 1959. Agency and RIS subscriber service. Additional copies free on request by agency member personnel. National Association of Housing and Redevelopment Officials, 1313 East 60th Street, Chicago 37, Illinois.

NEW FOR RIS SUBSCRIBERS

Special mailings to full-rate subscribers to NAHRO's Renewal Information Service during the past month. Copies may be available to others directly from originating source.

NEW HORIZONS. 1958 Annual Report of the Baltimore Urban Renewal and Housing Agency. Undated. 16 pp. Baltimore Urban Renewal and Housing Agency, 709 East Eager Street, Baltimore 3, Maryland.

A PLAN OF ACTION FOR THE DOUGLASS SCHOOL URBAN RENEWAL PROJECT. Prepared by Harland Bartholomew & Associates and the Columbia (Missouri) Land Clearance for Redevelopment Authority. No date. 12 pp. Apply to the Authority, P.O. Box 132, Columbia, Missouri.

REDEVELOPMENT FACTS FOR PROPERTY OWNERS & OCCUPANTS OF PROJECT 3. Redevelopment Agency of the City of Sacramento. 1959. 12 pp. Apply to the Agency, Room 600, 1006 4th Street, Sacramento 14, California.

OPPORTUNITY IN THE 49TH STATE OF ALASKA. Land disposition brochure for the Central Downtown Project in Fairbanks, Alaska. Undated. 4 pp. Alaska Housing Authority and City of Fairbanks, P.O. Box 259, Fairbanks, Alaska.

PUBLIC HOUSING

TWENTY YEARS OF PUBLIC HOUSING: Economic Aspects of the Federal Program, by Robert Moore Fisher. 1959. 303 pp. $6.50. Harper & Brothers, 49 East 33d Street, New York 16, New York.
See introduction.

URBAN RENEWAL

URBAN RENEWAL, by Reuel Hemdahl. 1959. 367 pp. $8. Scarecrow Press, Inc., 257 Fourth Avenue, New York 10, New York.

Information on planning and administration of redevelopment efforts was gathered in 1954-55 by questionnaire and interview from 48 cities, small and large, in 23 states, to make this analytic presentation. Major emphasis is on organization, staffing, and operating problems; Professor Hemdahl is a political scientist who has had some practical experience himself in the housing and planning fields. Despite its title, the book in large part is limited to early Title I redevelopment experience of the cities studied: full-scale clearance rather than combined clearance and conservation. More current experience is not reflected, though the effect of conservation and rehabilitation activity in the renewal program is discussed.

DEMOLITION

THE RAZING OF BUILDINGS: A Manual on the Procedure for Compelling Removal or Repair of Unsafe Structures. 1958. 15 pp. $1. League of Wisconsin Municipalities, 30 East Johnson Street, Madison 3, Wisconsin.

Although based on a Wisconsin enabling act, the basic policies and step-by-step procedures covered might suggest helpful modifications of practice in other states. Included are specimen copies of report forms for building inspection, the condemnation order, the placard used for condemned buildings, and the condemnation notice.

REHABILITATION

RESIDENTIAL REHABILITATION: Private Profits and Public Purposes, by William W. Nash. Directed by Miles L. Colean. ACTION Series in Housing and Community Development. May 1959. 268 pp. $8. McGraw-Hill and Company, 327 West 41st Street, New York 36, New York.

Helps answer the burning question: when and how can you tell that rehabilitation will pay? Book based on 64 interviews in 10 cities with public officials, bankers, and experienced rehabilitators. Actual case histories are presented in three categories: (1) "prestige" rehabilitation jobs for families with incomes over $7500 and capacity to pay $125 or more a month for rent; (2) rehabilitation for families with incomes between $3500 and $7500, rent-paying capacity of $50 to $125; (3) rehabilitation for the low-income family who pays rental of less than $50 a month. Supplementing the case histories are chapters on locating rehabilitation market, estimating project cost, role of government in rehabilitation financing. Eighteen rehabilitation studies undertaken within the past 30 years are analyzed in an appendix, followed by detailed bibliography of all types of rehabilitation literature.

THE FIGHT-BLIGHT FUND, INC.: Six Years' Experience. 1958. 24 pp. No price listed. The Fight-Blight Fund, Inc., 306 North Charles Street, Baltimore 1, Maryland.

A favorable report on the experience of the pioneering aid-to-homeowners fund set up in Baltimore to facilitate rehabilitation—now copied in a growing number of cities. Highlights the lessons from the more than 300 cases referred to the fund. Fact that one-third of the investments made have been returned and another third can be expected back leads fund operators to conclude that "at some point a revolving fund could be established to provide the services and financial assistance necessary to make such an operation self-supporting."

CONSTRUCTION

FIELD INSPECTION OF BUILDING CONSTRUCTION, by Thomas H. McKaig. 1958. 352 pp. $9.35. F. W. Dodge Corporation, 119 West 40th Street, New York 18, New York.

Billed as first comprehensive handbook published on the supervision of building construction by the architect, engineer, and the field inspector. A special chapter devoted to inspection of concrete work. The author is head of a Buffalo consulting engineering firm, also known for his training courses for engineers and architects preparing for state licensing examinations.

TESTS SHOW THAT CHEMISTRY HAS GIVEN WOOD A LONGER LIFE SPAN

by G. G. GARLICK, Vice-President and Technical Director, Protection Products Manufacturing Company, Kalamazoo

More and more, through chemistry, we are finding new and broader fields for building products that some people at one time thought were becoming a little old fashioned. Wood is a very good example of this contention.

Today, through modern water repellent preservatives, millwork, flooring, siding, dimension lumber, boats, and many other items made of wood are being treated so effectively that we no longer have to worry about decay or insect attack. These preservatives are effective in controlling the swelling and shrinking of wood, so that it is protected against checking, splitting, warping, and cupping. And, because the moisture content in such treated wood remains relatively low, far better adhesion and life in paint coatings are possible.

Wood in relation to its weight is one of our strongest and most rigid

construction materials. Further, it is easy to cut and fit, in the plant as well as on the job, and its natural grain can be brought out through finishing to create a very beautiful and decorative effect.

With all of its fine qualities, wood, of course, also has its shortcomings, in that it will quite readily pick up and lose water, causing swelling and shrinking, warping and checking.

Dry wood will not decay but when it gets wet beyond the fiber saturation point (about 24 per cent), then decay fungi can grow if spores are present. When wood dries below the fiber saturation point, fungus remains dormant and continues to grow again as soon as it reaches or goes beyond the fiber saturation point.

All swelling and shrinking of wood also takes place below the fiber saturation point. Therefore, if we can protect the wood against excessive water or moisture, by treating with a water repellent solution that contains preservative chemicals to guard against termites, lyctus beetles, carpenter ants, and other wood-destroying insects, we greatly increase the value of wood for construction purposes.

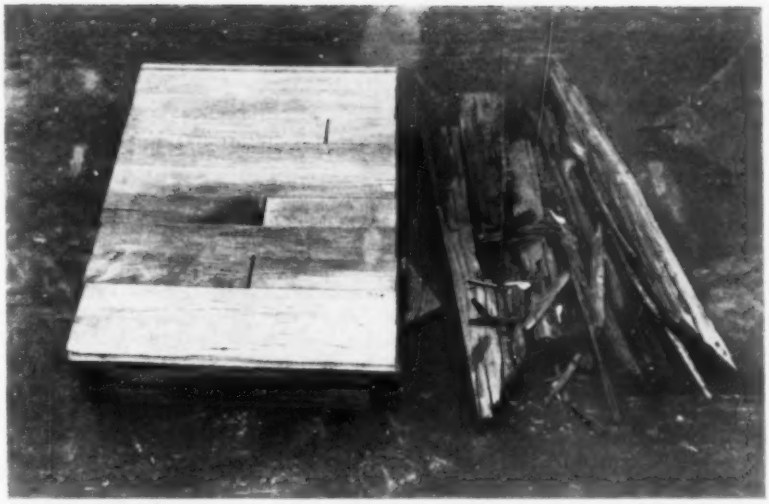
Past Use of Preservatives

We have known and used wood preservatives for the past 100 years and they have proved very effective in protecting railroad ties, telegraph poles, bridge timbers, piling, posts, and other such items that were usually in or on the ground or in water. But these preservatives usually had a very strong odor and, because of their non-drying characteristics, left surfaces that were not paintable and, therefore, were not very practical for construction purposes. On the other hand, there are water-soluble salts types of treatment and surfaces so treated can be painted but they have no water repellent value and under severe exposure tend to leach out of the wood. In the home-building field, water repellency is often more important than preservation.

Modern Research

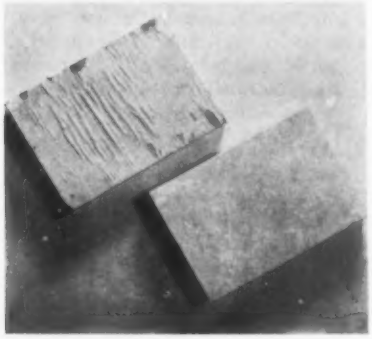
Through laboratory research, we have found a way to combine the advantages of these older type preservatives. A basic tool in such research is a dial gauge. Such gauges measure the swelling and shrinking of wood in thousandths of inches, so that the slightest change in the size of a test block is accurately measured. Summarized below are reports on a variety of tests that demonstrate the effectiveness of water repellent preservatives.

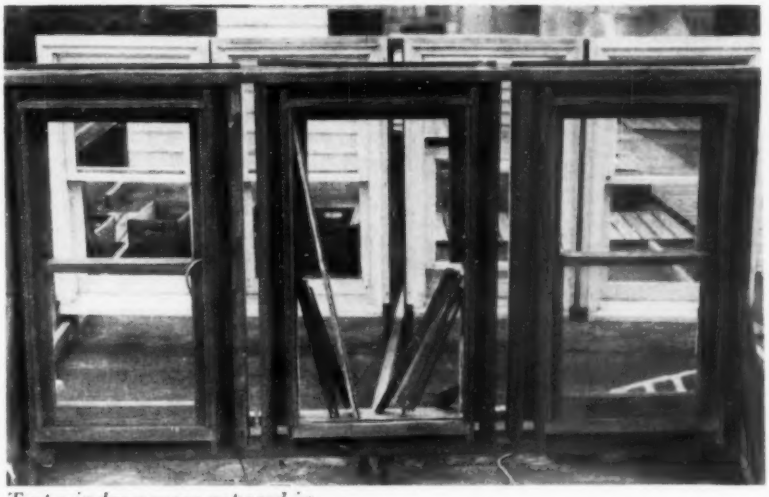
Structural Test. Two-inch strips of wood are cut from the ends of 2 by 6 or 2 by 8 planks. Half of each piece is immersed in a water repellent preservative and, after the treatment has dried for several days, the blocks are placed in rain-making equipment in the laboratory, so that rain falls on the end grain of the blocks for eight hours; then the blocks are removed and allowed to dry for several days, when they are again placed back in the rain for another eight hours



Two floors shown after 16 years in the weather. A three-minute immersion in a water-repellent preservative protected the floor at the left from decay.

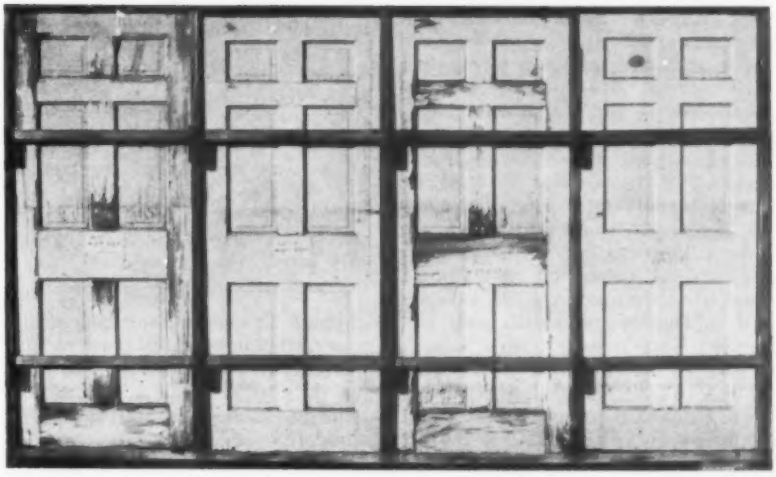
Two enamel-coated panels, one treated with preservative, were exposed throughout a winter, with the result that the treated panel showed no ill effects, while the untreated one blistered. Panels later were subjected to a long dry spell and the illustration shows what happened: untreated panel—dried down, blisters turned to wrinkles, paint peeled; treated panel—in good shape.





Test windows were exposed in sets of three—those shown above for 19 years—with the middle one untreated and the other two given a three-minute dip in "Woodlife." Glass was puttied into windows and three coats of paint were applied on the outside and two coats of varnish on the inside. Untreated windows were found to stick 58 per cent of the year; treated windows worked freely all year long. Photo shows that untreated window, center, suffered with time (it fell apart several years ago), while treated windows still are sound.

Four colonial doors pictured below had been outside for four years. Backs were protected with sheathing and, before the picture was taken, the doors were turned, so that the inside enameled face was to the outside, thus showing how water worked through joints of the first and third doors, which were not treated before being painted. The second and fourth doors, which were treated with a preservative, are still in excellent condition.



and again removed and dried. This cycle is repeated at least 12 times. At the end of a test of this kind, the untreated portion of the block will usually show serious checking and splitting, while the treated part will remain sound and show no effects from the long exposure. This type of test simulates the conditions a house must go through in being exposed to rainstorms, followed by several days of dry, sunny weather.

Still another test method is to take 2-inch planks and cut them up into 1-foot lengths, treating every other block, and then exposing them outside on racks facing the sun. After the first five or six months, the untreated blocks begin to check and split badly and then decay and staining fungi usually follow. The treated blocks after several years of exposure will usually show only slight checks and no evidence of decay or stain.

Window Test. Back in 1939, complete window units were exposed out in the weather: some treated, some untreated. They were then painted on one side and varnished on the other, just as they would be in a home. Today, the treated windows are still in good condition, while the untreated windows completely fell apart at the sash corners several years ago. The untreated windows would stick during rainstorms, so they couldn't be opened, but the treated windows have continued to open and shut with ease throughout the years, even during severe storms.

Flooring Test. Currently, many flooring manufacturers are producing water repellent preservative treated flooring. This treatment protects the floors against excessive swelling and shrinking, which can create unsightly cracks between the flooring boards and in some cases cause cupping. It also protects the floor against decay and staining organisms as well as insects that attack wood, such as termites, lyctus beetles, carpenter ants, and other insects that attack wood. In laboratory tests, flooring stock is cut and made up into small test floors in such a manner that the stock for treated and untreated test floors come from the same boards, except that the pieces going into some of the floors are treated with a water repellent preservative, so as to have treated and untreated floor sections being identical except for treatment.

These sections are then all finished with standard floor finishes and water is misted over the top of the finished floors each day for several weeks. At the end of this testing period, untreated floors will show wide cracks between the floor boards, while sections treated with approved water repellent preservatives will remain tight and show no evidence of floor board separation.

Some of these test floors are placed outside in the weather and usually the untreated floors begin to show serious breakdown after four or five years of exposure.

Some of these floors have been out in the weather for over 16 years and the treated floors are still serviceable, with only a three-minute immersion in a good water repellent preservative, while the untreated floors at this point have completely disintegrated.

Panel Test. One manufacturer of southern pine lumber wished to utilize his narrow inch boards cut from small, fast growing trees, by edge-gluing them into panels 18 and 36 inches wide by 8 feet long, so that they could be used for sheathing, roof boards, subflooring, shelving, and other purposes. It was found, however, that when these panels were exposed to weather, the action of the elements was so severe that it was not practical and our laboratory was asked to run tests to see if treating could make this type of panel practical. We took some of these panels and cut them in two in the middle, treating one half, leaving the other half untreated, then mounting them on 2 by 4 frames built in the form of a frame of a house, and then exposing them out in the weather where we could compare the treated half with the untreated half. We found that in less than 90 days the untreated portions would split, check, warp, and pull away from the frame, while the treated end would remain just as it was when it was first exposed. Even after a year's exposure, the treated portion was still in excellent condition, while the untreated sections were no longer serviceable because of severe checking, splitting, warping, and twisting.

Paint Test. Another place where water repellent preservatives are proving very effective is in protecting the paint film on the siding and trim of homes, as well as other wood that is finished and exposed in the weather. Blocks of trim stock and siding were cut up into short lengths; every other length was treated with a good water repellent preservative; then all pieces were finished on the face and edges with a hard enamel type finish and exposed out in the weather in the fall of the year. By late spring, the untreated pieces showed serious blisters full of water, due to moisture gathering in the untreated wood and working up under the paint film. A year after exposure, during the fall dry season, the blisters on the untreated blocks had shrunk down and become wrinkles and were actually peeling off the wood, while the treated blocks remained normal and showed no sign of paint failure.

In studying paint failure on wood siding of homes, it was found that a large part of the failure was due to rainwater working in from the outside, wicking up under the laps, getting in through the joints, and through capillary action spreading across the back of the siding and then working through the siding and accumulating under the paint film.

The United States Forest Products Laboratory at Madison, Wisconsin reported their findings along this line in their bulletin No. 1990, dated June 1954. Panels of treated and untreated painted siding were set up in the laboratory with artificial rain equipment as well as actual panels being placed out in the weather and it was found that water repellent preservatives destroy the affinity that wood has for water, so that it no longer wicks through the laps and joints and it protects the back of the siding against water absorption, thereby protecting the paint film.

It was also found that treating siding with a good water repellent preservative was far more effective than back-priming—and cost far less.

Door Test. Today many of our leading door manufacturers are treating their exterior doors with a good water repellent preservative before they are shipped from their factories, both panel doors and flush doors. A series of tests on a variety of flush doors, using different types of wood, were conducted in our laboratory for one of the large door manufacturers and here half of each door was treated with a good water repellent preservative,

the other half of the door left untreated and then finished with an enamel-like type of finish. These doors were then all placed out on an exposure deck facing the sun. At the end of 21 months, the untreated end of practically every door in the test showed severe paint failure and some of them showed serious checking of the veneers, while the treated ends of the doors were found to be in good condition.

A similar series of tests was carried out using six-panel colonial doors. They were mounted in frames out in the weather, with composition sheathing nailed over the back to protect the back side of the doors from the weather, so that all water going through the doors had to come from the outside as it would in a home. The doors were exposed in pairs: one door in each pair was treated with a good water repellent preservative, the other door left untreated. Then they were all finished on one side with exterior white paint and on the back side with white enamel in the normal way.

At the end of four years, the untreated doors showed serious paint failure as well as enamel failure and the joints had opened up and blue stain and decay were in evidence, while the treated doors were still in good condition and showed very little effect from the four years of weathering.

Seal of Approval. Today, all millwork carrying the seal of approval of the National Woodwork Manufacturers' Association must be properly treated with an approved water repellent preservative and most mills throughout the United States are now treating as a standard practice.

Since 1939, a record has been kept of the treated millwork going out from mills that belong to the association and their records show that, up to the end of 1956, over 90 million windows and sash, almost 7 million pine doors, and over 39 million exterior frames have been treated, using a standard three-minute immersion in a water repellent preservative, or the equivalent cycle in a vacuum process. All of this treated stock has given very satisfactory service in the field, with no known failures.

The use of water repellent preservatives is growing rapidly, not only for millwork, flooring, siding, doors, and similar articles, but also for framing lumber, sheathing, roofboards, subflooring, and around shower stalls, sinks, stools, and other places where water is apt to gather or condense. This treatment is giving us better homes and protecting the home owner against failures due to decay, insects, or excessive swelling and shrinking, so that the homes of the future can give long, satisfactory service with a minimum of upkeep.

COURT DECISIONS—

(*Continued from page* 246)

clusion that *actual* segregation is contemplated." He felt that the lower court was wrong in holding that the redeveloper was a mere private individual and as such free to discriminate in sales to persons of different races. It was clear to Judge Rives that the extent of government participation in the project meant that the private redeveloper was performing a governmental function and that "the plan has not been completed until the property passes out of the control of the redeveloper, and hence in disposing of property within either of the areas the redeveloper may not discriminate between purchasers on the basis of race or color."

MUTUAL INSURANCE APPROVAL FOR SCHOOLS MAY SET PRECEDENT

Apparently local housing authorities in Arizona may purchase policies from mutual insurance companies. This is the effect of a June 4, 1959 decision by the supreme court of Arizona in *State of Arizona, et al.* v. *Northwestern Mutual Insurance Co., et al.* The issue arose out of a suit by a mutual insurance company to hold valid a fire insurance policy it had issued to a school district of Maricopa County. The school superintendent had refused to authorize the payment of the premium, contending that a contract with a mutual insurance company violated the section of the state constitution which reads as follows:

"Neither the State, nor any county, city, town, municipality, or other subdivision of the State shall ever give or loan its credit in the aid of, or make any donation or grant, by subsidy or otherwise, to any individual, association, or corporation, or become a subscriber to, or a shareholder in, any company or corporation, or become a joint owner with any person, company, or corporation, except as to such ownerships as may accrue to the State by operation or provision of law."

The court held that this was not a loaning of credit:

"Whether or not dividends are paid, the original premium agreed to, so far as is shown, is no more than consideration for the insurance based on its estimated cost, subject to later downward adjustment upon a review of eventualities. Cf. *Rhine* v. *New York Life Insurance Company*, 273 N.Y. 1, 6 N.E. 2d 74. In short, in light of the factual showing made, if the state does not lend its credit when it purchases insurance from a stock company (and particularly when it pays in advance), it does not do so when it purchases from a mutual company."

ADVANCE LOAN REPAYABLE TO PHA ON ABANDONED HOUSING PROJECT

The Housing Authority of the City of Derby, Connecticut had received a loan advance from the Public Housing Administration for planning and designing a project, which fell through by no fault of the local authority. When the United States sued on the note, the local authority defended on the grounds that it was a political subdivision, that payment was contemplated only from rentals, that there were unavoidable difficulties in acquiring a suitable site, and that payment was waived by PHA's acquiescence in abandonment of the original site contemplated. In its July 1, 1959 opinion, the United States district court for the district of Connecticut rejected all the defenses. The local authority pledged its full faith and credit; the note was payable out of any money or assets not otherwise pledged; the housing act of 1937, as amended, did not limit PHA's remedies; there is nothing in the act to indicate that advances were intended as gifts; there was consideration for the note; there were no limitations to the local authority's obligation. But the court added: "Since the project fell through by no fault of the local authority, which had gone ahead with it relying on the assistance offered by the PHA under the Act, the debt might well be forgiven by the United States. This is a matter for the Congress, however, not the courts." (*United States of America* v. *Housing Authority of the City of Derby*).

New Maintenance Products

LEAK-STOP PIPE CLAMP

The "stitch in time" idea put to work on pipeline leaks—that's the object of the *Emergency Pipe Clamp*. It takes scant moments to install the clamp over splits, rust holes, breaks in pipes—and to achieve three-way leak repair economies: the unit eliminates the need for (1) new pipe, (2) steamfitting, (3) plant shutdown.

The *Emergency Pipe Clamp* performs like this: first, it hinges over the pipe and leak to be repaired and once in position, the clamp is tightened down via two bolts. Result is said to be an instant, permanent pipe repair under "any operating conditions." The clamp comes in an assortment of sizes ranging from ½ to 12 inches for use on steel and cast iron pipe. Also available from the firm: a pipe joint clamp made for stopping leaks occurring through pipe threads and at pipe joints. Sizes of this clamp range from ½ to 24 inches.

For more information, write to M. B. Skinner Company, South Bend 21, Indiana.

CLEANING COMPOUND

Looking for a hardworking, versatile cleaning compound for floors, walls, woodwork? If so, *Klix-plus* should fill the bill: that's the manufacturer's claim. *Klix-plus* boasts of high quality, concentrated cleaning power that leads to a lowering of cleaning labor costs, savings in compound usage, and efficient handling of cleaning chores on most all surfaces ranging from wood to stone.

Klix-plus is a crystal-type cleaner whose cleaning "muscle" springs from a special water softener and "wetting" agent. This is the ingredient responsible for making short work of heavy films of grease and dirt via "amazing wetting and cutting action," notes the *Klix-plus* firm. The cleaner is instantly soluble in water, contains no soap or abrasives, and is used in a ratio of one ounce per gallon of cleaning water for use on average-soiled surfaces. After cleaning, surfaces are said to remain sparkling and free of the films that often result from other cleaners.

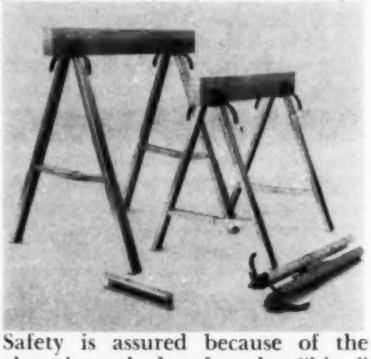
Klix-plus is made for cleaning wood, concrete, plaster, tile, stone, granite, marble. Finally, the cleaner is said to be non-injurious to hands or skin.

For more information, write The Garland Company, 3748 East 91st Street, Cleveland 5, Ohio.

FOLDING SAWHORSE

The bulky old sawhorse has been streamlined, strengthened, simplified. It's done with *Folding Aluminum Sawhorse Legs*. The picture tells the basic story.

Similar in operation to folding chairs, the new aluminum sawhorse legs open up and lock in place via a cross brace. Any length of 2 by 4 or 2 by 6 board can be fitted into a specially designed slot at the top of the legs, with the board held in place by easily-adjustable clamps.

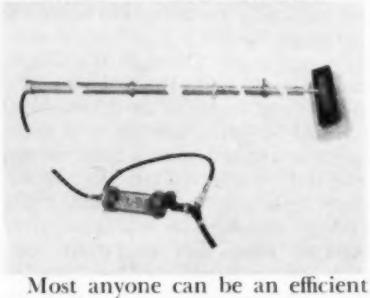


Safety is assured because of the clamp's toothed surface that "bites" into the board. When a second sawhorse is set up in the same manner, the standard procedure follows: boards are placed across the tops of sawhorses and the unit is ready for use. Then, when a job is done, the legs fold back tightly and can be fitted into minimum storage space anywhere.

In addition to regular maintenance and construction uses of sawhorses—including sawing, scaffolding to reach wide ceiling and wall areas—*Folding Aluminum Sawhorse Legs* are rated as ideal for heavy-duty workbench and counter uses: horses have tested out to 2000 pounds, according to the manufacturer. Where a higher than 24-inch height—the normal height of units—is desired, optional friction-lock, 6-inch aluminum extensions can be fitted to the legs to raise sawhorses to a 30-inch height.

For more information, write the Trojan Products Corporation, 1131 East 25th Street, Indianapolis 5.

TELESCOPING WINDOW WASHER



Most anyone can be an efficient "second-story operator" with the *Tucker Window Washer* . . . a maintenance helpmate designed to wash windows located as high up as 60 feet and as low down as 6 feet. It's a neat trick, done via a telescoping handle equipped with a hose in its hollow center that conducts fluid to the brush. A detergent dispenser and compressed detergent tablets supply the washing solution; rinsing is done through a by-pass valve working through the same hose. No "power" or connections are required other than the water pressure from a garden hose.

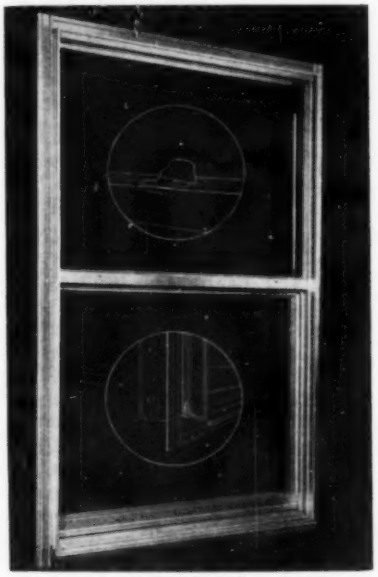
Notes the manufacturer: what makes the *Tucker Window Washer* a money saver are its flexibility, light weight, and easy operation—even by amateurs, after a minimum of practice. Sections can be added to the handle to form 15 different length combinations. And the light weight of even the longest telescoping unit—21 pounds—makes one-man operation possible throughout the process of lifting into position and washing; the operator also controls detergent strength and rinsing water.

Six models are available with a variety of brushes.

Write the manufacturer for more information: Tucker Manufacturing Company, Inc., Box 508, 112 4th Avenue S.E., Cedar Rapids, Iowa.

New Construction Products

ALUMINUM WINDOW



Lots of window wisdom has gone into the operating features and construction of the *Ualco Aluminum Single Hung Window.*

First—the window is easy to operate, no sticking, no "side play." Also, it's noiseless. The trick: polyethylene guide shoes that stabilize up-and-down motion and keep the sash on the track. Further, window sash balances can be adjusted to provide the working tension desired. A hand-hold lift for opening and shutting the window is molded into the frame for still easier operation. And the latch for locking the window engages into another molded-in groove, a feature said to forestall any "forced entry," short of breaking of the glass.

Second—the unit is weatherproofed: (a) the upper sash is fixed in place to reduce wear and chances of air and water infiltration; (b) both the fixed and operable panels are weatherstripped.

Third—the new window assures construction economies and strength: nailing fins on four sides feature snap-off grooves to allow for a choice of fin widths . . . resulting in easy and time-saving installation in any construction. Window strength stems from strong frame and tubular vent members and the way they are joined and locked together. Other window construction notes: the unit is made to accommodate outside storm sash and screens that can be put up or taken down from the inside. Also, windows can be factory or job glazed, using glazing compound or an extruded hard-vinyl snap-in bead; mill finish is standard but satin or lacquered finishes can be applied to specifications; and units come in a wide range of standard and modular sizes.

The manufacturer is the Southern Sash Sales and Supply Company, Inc., Sheffield, Alabama.

FIBERGLAS SIDING

Terox should go over big in the housing rehabilitation field . . . or in new construction: it's a fiberglas "stone" veneer that's hailed for its working merits as well as its appearance. Says the manufacturer: *Terox* goes up with nails quickly and easily; it eliminates annual painting chores and costs; cuts heating costs because of its high insulating qualities; is 100 per cent water- and weatherproof; is said to be as strong as steel.

Terox is a product of extensive research, notes its developer. The result, in brief, is a stone veneer that looks and wears like actual stone over a long-term, maintenance-free period. The reason: its fiberglas base, made by Owens-Corning Corporation. In addition to bringing savings in maintenance, repairs, and fuel, the fiberglas is also said to keep the siding from fading or changing color. *Terox* is light in weight, can be applied to any surface, and is made for use in combination with other siding materials, such as aluminum or wood.

For complete information on *Terox,* write: the Terox Corporation, 3550 Lombard Avenue, Franklin Park, Illinois.

Free Literature

Engineering Guide

Ideas . . . for controlling the flow of oil from storage facilities to heating plant; for controlling air compressor systems; for starting up and stopping pumps: There's some idea of the ideas contained in this 21-page bulletin. It cites some 21 examples of how technical personnel can solve a variety of flow and control problems arising from engineering plant operations . . . by adapting a variety of special-purpose switches available from the manufacturer. Included are drawings of the systems, problems and solutions posed.

Write for a copy to McDonnell & Miller, Inc., 3500 North Spaulding Avenue, Chicago 18, Illinois.

Paint Spray Tools

Descriptions of paint spray equipment and accessories of all types make up the content of this 30-page illustrated catalog. Its chief merit is that it provides "shoppers" with a handy reference guide on what's available in spray painting tools ranging from compressors, guns, hose, and complete spraying outfits . . . to paint preheaters. Catalog should also prove useful in the search for that special replacement part, or tool. One unit cited is a spray gun made for reaching up to ten feet for painting of upper walls, ceilings, and hard-to-reach areas . . . thus eliminating the need for scaffolding and saving on man-hours. Also included are two pages of recommendations on how to base decisions for the proper selection of equipment.

Write: The DeVilbiss Company, Toledo 1, Ohio.

Check and Mail . . .

A long-time "fixture" in past "New Products" pages of the JOURNAL OF HOUSING—the "Check and Mail" coupon for requesting information on listed products—has been eliminated since June. Idea behind the change has been to provide better service to JOURNAL readers by reducing the time lag between the readers' mailing of inquiries and the receipt of information and literature from manufacturers.

Note that all products and free literature listed in this issue carry the manufacturer's name and address. Thus, inquiries should henceforth be directed to the firm listed. And in writing for information, please don't forget to note that the product appeared in the JOURNAL OF HOUSING, 1313 East 60th Street, Chicago 37, Illinois. And if an actual purchase of a listed item is made, please do "plug" for an ad in "JOH." The JOURNAL needs your cooperation in selling advertising space in your magazine.

Personnel Exchange

POSITIONS AVAILABLE

A101—Conservation Director

New Haven is recruiting for a conservation director experienced in community organization and community relations work. Candidate's prime responsibility will be in working with residents of essentially sound neighborhoods to prevent formation of blight. Also, work includes assistance in rehabilitation and slum clearance projects to assure citizen participation via community organization. Salary: $7530, with six annual increments to $9402. Apply to Edward J. Logue, Development Administrator, 177 Church Street, New Haven 10, Connecticut.

A102—Relocation Chief

The Redevelopment Agency of the City of Sacramento has available the position of chief of relocation. Job responsibility focuses on relocation of residents and businesses. Relocation entails development of accommodations for special groups such as single men attached to a labor center, aged persons; requires work with residents, community groups, business concerns, real estate firms; calls for cooperative work with affiliated housing agencies, knowledge of federally-assisted programs. Salary: $7920, with four automatic increases to $9420. Direct detailed resume to Jerome F. Lipp, Executive Director, Redevelopment Agency of the City of Sacramento, Room 600, 1006 Fourth Street, Sacramento 14, California.

A103—Community Organizer

The post of community organization specialist is available with Topeka's urban renewal agency, which has just moved into the loan and grant stage of a redevelopment program. Candidate will be serving as assistant to the relocation director in working with some 3000 renewal area residents. Job also entails joint work with other staff members and community groups in advisory capacity on social, community aspects of relocation program; also assistance in planning, surveying of housing resources and requirements and in conducting related research to aid local policy planning and for use as project case study. Candidate will also serve as executive secretary of a citizens advisory committee on relocation.

Qualifications: preferably master's degree or graduate work in psychology, sociology, social work, or counseling; experience in group work, agency administration, social research, community organization, intergroup relations, or public housing services would prove useful. Salary: $7500 for 40-hour week, holidays, one week vacation initial year. Apply: Charlton R. Price, Box 829, Topeka, Kansas.

A104—Renewal Director

The Brookline Redevelopment Authority has open the position of executive director to head up an 18-acre total clearance and renewal program committed to residential development, including public housing. The project is in the execution stage, the site has been acquired, a developer has been selected, and relocation is a scheduled important phase. Salary: $10,000, and the possibility of going to $12,000. Apply: N. J. Young, Jr., Executive Director, Brookline Redevelopment Authority, 129 Washington Street, Brookline 46, Massachusetts.

A105—Redevelopment Director

The city of Hamilton, Ohio—population 70,000—has available the post of commissioner of urban redevelopment. Job calls for technical, administrative, supervisory duties in planning, organizing, and directing the city's redevelopment program. Specific duties include initiation of plans, specifications, maps; supervision of appraisals, acquisitions, relocation, demolitions; maintenance of financial records in line with federal housing agency requirements. Also, candidate will supervise construction progress.

Qualifications: several years' experience in redevelopment or related field; degree, with courses in planning, real estate, housing, treated as four years of redevelopment experience and completion of graduate work in any of the above or related subjects treated as an additional year of experience. Also: considerable knowledge of the law, regulations pertaining to appraising, brokerage, real estate, option negotiating, leases, condemnation procedure; building regulations, materials, methods; ability to deal with public with integrity and diplomacy. Age: preferably 35 to 55; candidate must be a United States citizen. Salary: $7135 to $8632. Apply: Harold A. Hart, Director of Civil Service, Municipal Building, Hamilton, Ohio.

POSITIONS WANTED

W47-Male—Management

Candidate with some 18 years' experience in local and federal housing management seeks a post in this field. Last previous job was as assistant executive director for operations of a large-city housing authority—a post recently abolished with the completion of its mission: establishment of staff training and organizational procedures. Candidate has bachelor's degree in education; master's in group work.

W48-Male, 51—Urban Renewal

Candidate was director of renewal program that terminated as a result of failure of a city bond issue. Has broad background of experience in preparing renewal reports, coordinating work of consultants, contractors, and city officials. Can furnish highest recommendations from present agency. Desires position as director of renewal or conservation and rehabilitation program. Married; available immediately.

W49-Female—Renewal, Housing

Candidate with extensive experience in redevelopment administration, urban research, and planning, seeks a position in research on over-all aspects of renewal or in housing coordinator's office on the east coast. In her last assignment as associate executive director of a redevelopment agency, candidate handled all phases of renewal, including relocation, property management, liaison with community groups. Other experience: associate planner in redevelopment, involving economic and sociological studies related to land acquisition-disposition, relocation. Also worked as associate planner with a city planning consultant. Candidate has studied housing and planning programs in Europe, has had graduate study in city and regional planning, and holds a bachelor's degree in political science.

LETTERS—

(*Continued from page* 231)

tural and special safety or health protecting features to promote happiness and provide a proper environment for aged tenants. Questions and reports of experiences encountered in present housing for the aged provided a mixture of tangibles to consider in weighing some of the theoretical problems.

After returning from Chicago and thinking about this problem for a few days, I tried to arrive at a simple method of showing just how many facets must be considered in determining what is required for adequate housing for aged people. The following little story may be of some value in demonstrating how the human element makes any problem complex.

A teacher asked his class to solve a simple sounding arithmetic problem. The problem was to take $2 to provide treats for children who would be present at two different gatherings. One hundred children would be present on Monday and 20 children would be present on Tuesday. The other known facts were that lollipops cost 1 cent and candy bars cost 5 cents. One student thought the simplest solution would be to buy lollipops for the 100 and candy bars for the 20. A politician's boy cried out that was a sure way to lose 100 votes. A dentist's son suggested a $2 door prize, because candy is bad for the teeth. The banker's son suggested everyone be given a penny apiece and the other 80 cents be put in a trust fund. One boy who didn't have any answer asked: "What flavor are the lollipops?"

If a simple matter of lollipops for children requires so much thought, certainly in each area of the problem of the aging we will have to make a thorough study to determine what factors are most important for good housing for this group. We must find out a lot more than how much we have to spend and how many we have to provide for.

Ralph Olson, Milwaukee, Wis.

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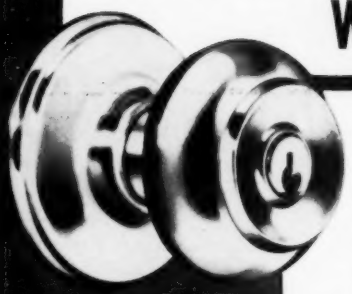

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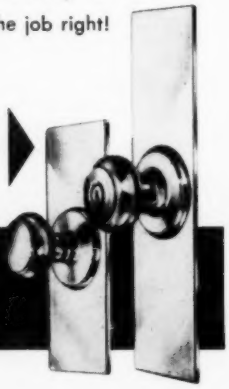

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